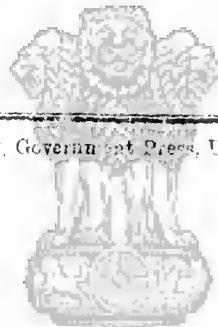


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RESOLUTION  
AND THE  
REPORT OF THE PIGGOTT  
COMMITTEE  
ON  
PRIMARY EDUCATION.



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No. 1611/XV—OF 1914.  
PRELIMINARY RESOLUTION.

EDUCATIONAL DEPARTMENT.

*Dated Naini Tal, the 25th August, 1914.*

**READ—**

The report of the Committee on Primary Education appointed under resolution no. 626/XV, dated the 7th May, 1913, and the report of the Committee on School Hygiene.

IN May, 1913, a resolution was issued by the Local Government pointing out the comparative backwardness of vernacular primary education in the United Provinces, enumerating the points at which improvement is desirable, and appointing a Committee under the presidency of Mr. Justice Piggott to advise the Government as to the proper lines of advance, and the most profitable employment of the funds which seemed likely to be available. The principles applicable to this branch of education were enunciated by the Government of India in the memorable resolution of the 21st February, 1913; but, as there recognized, their local application must be determined with reference to local conditions. Diversity in these conditions renders it impossible that there should be one set of regulations and one rate of progress for the whole of India; and within the general framework laid down by the Government of India there is room and need for the formulation of numerous measures adapted to the special circumstances of these provinces.

2. The constitution of the Committee to which this task was entrusted was as follows:—

*Official Members:*

Mr. Justice T. C. Piggott ... ... ... President.  
" S. H. Fremantle, District Magistrate, Allahabad.  
" W. J. E. Lupton " " Moradabad.  
" C. A. C. Streatfeild " " Benares.  
" E. A. Richardson, Assistant Director of Public Instruction, Allahabad.

Babu Kunj Bihari Lal, Deputy Inspector of Schools, Azamgarh.

*Non-official Members:*

The Hon'ble Raja Saiyid Abu Ja'far of Pirpur.  
" Dr. Sundar Lal, Rai Bahadur, C.I.E., Allahabad.  
" Rai Ganga Prasad Varma Bahadur, Lucknow (since deceased).  
The Hon'ble Munshi Asghar Ali Khan, Khan Bahadur, Bareilly.  
Rev. R. Clancy of Muttra.  
Babu Ghasi Ram of Meerut.

*Sub-Committee on Female Education.*

The Hon'ble Pandit Moti Lal Nehru of Allahabad.  
 Miss H. G. Stuart, Chief Inspectress of Girls' Schools.  
 Ex-Justice Saiyid Karamat Husain, Allahabad.  
 Miss Vittabai Yadav, Lady Principal, Partab Singh Hindu Girls' School, Moradabad.  
 Munshi Joti Sarup of Dehra Dun.  
 Babu S. P. Sanyal Manager, Surajpur estate, Bara Banki.

These names indicate the thoroughly representative character of the Committee and guarantee the value and weight of its conclusions. The Lieutenant-Governor desires to express the warm obligations of the Government to Mr. Justice Piggott and his colleagues for the admirable report they have prepared. The gentlemen who collaborated in its production gave of their best to the work - in the case of most of the non-official members at considerable personal sacrifice; and the result has been of the greatest assistance to the Government. Special thanks are due to the Chairman, Mr. Justice Piggott, for the skill and patience with which he marshalled the recommendations harmonizing, so far as possible, the inevitable variations of view; and showing with enviable clearness the arguments on which the opinions embodied in the report were based. The work of the Secretary, Mr. I. D. Elliott, and the excellent statistical tables with which he has enriched the report, are deserving of particular commendation.

3. The Committee met at Naini Tal in the beginning of June, 1913, and submitted its report by the end of August, 1913. The report was published on the 22nd of September, 1913, for the information and criticism of the public, and has elicited a mass of opinions and suggestions in the Press and otherwise. The All-India Muhammadan Educational Conference, which met at Agra in December last, transmitted some resolutions regarding it to the Government, and the United Provinces Elementary Education League, Allahabad, submitted a memorandum on certain general aspects of the subject. The Government has also received the views of the Muhammadan community in much detail. A committee of Musalman gentlemen (hereafter called the Aligarh Committee) met at Aligarh in July, 1913, in connection with the annual teachers' conference held there, and submitted their views on all the essential features of this enquiry. Another body, the advisory committee of non-official Muhammadans (hereafter called Mr. Karamat Husain's Committee) which was convened by the Local Government, in terms of the Government of India's resolution of the 3rd April, 1913, to consider the whole field of Muhammadan education, has also given the most valuable

assistance. The constitution of this latter body was so representative of all shades of Muhammadan opinion that the Lieutenant-Governor held back these orders until he should have the advantage of perusing their report, which did not reach the Government until June, 1914. Finally the Government has obtained the detailed views of Mr. de la Fosse, Director of Public Instruction, on every point of importance. The materials for its decision, which include also the records of many past discussions on the same topics, are thus almost embarrassing in their abundance ; and to all of these the Lieutenant-Governor has given his most careful consideration, though in the actual orders the references to the past history of the subject are curtailed as far as possible. The conclusions at which His Honour has finally arrived are set forth in the resolutions which follow, dealing respectively with—

- I.—Constitution and location of primary schools.
- II.—Provision and pay of primary teachers.
- III.—Curriculum of primary schools.
- IV.—Education for special classes.
- V.—School buildings and hygiene.
- VI.—Aided and indigenous schools.
- VII.—Girls' primary schools.
- VIII.—Control and inspection.
- IX.—Finance and general.

#### RESOLUTION NO. I.—CONSTITUTION AND LOCATION OF PRIMARY SCHOOLS.

1. In planning an advance along a wide front, it is well to fix on a definite point for achievement, even if subsequent experience should prove the point, when once it is reached, to be only a half-way house to a more distant ideal. In the case of primary education this point is determined by financial limitations and it was for this reason that the task set the Committee was to consider the means of securing an attendance of roughly 800,000 boys at the public primary schools, in place of an enrolment at that date of something under half a million. The Government recognize that, as an ideal, this figure falls far short of what is ultimately desirable ; but it seems at present to be as large as the resources of the provinces are likely to be able to afford in the near future. Before, however, plans can be laid for this or any other extension of numbers, there are two definite objects, which it is the clear duty of the Government to ensure that its primary schools shall fulfil. On the one hand they must not be so designed as necessarily to make the pupils discontented with, and averse from pursuing, their ancestral callings, — which, with the vast majority are all that they can possibly look to for their maintenance in life.

On the other hand, they must give the boys such an education as will have a lasting influence on their intelligence and will equip them better for their work in the world. Any system of primary education which fails in these respects, is either treachery to the people or the gravest waste of their money, or both. The Committee have therefore rendered a valuable service both by (1) their discussion of a sound curriculum, and (2) their exposure of the hollowness of the so-called "lower primary" education. The first of these topics will be developed in a later resolution. The second forms the subject of the present.

2. A primary school, properly so-called, consists of six classes, two of them (named A and B) being purely infant classes, and the others being numbered upwards from I to IV. The six classes should be completed, by any boy of moderate capacity, in five years: and such a boy should therefore leave his primary school, about the age of twelve, able to read and write a letter, to understand simple prose, to make out the writing of a lease and, of the patwari's papers, to keep simple accounts, to follow a map, and to work out an easy sum in interest. To this, which must be taken as the minimum of his acquirements, we hope that he will add an introduction to the easier passages in the poetic literature of his race. If the teaching has been efficient, he should not forget these useful accomplishments, and to ensure this result must be the aim of any adequate system of instruction. In the words of the Committee, the endeavour must be to give the child "some tangible minimum of education likely to be retained by him through life." At present the position is that between 80 and 90 per cent. of the boys leave school at the so-called "lower primary" stage: that is from class II or earlier. It is incontestable—for here the Committee's opinion accords with the whole information before Government—that this vast number of children carry nothing away with them which is of any lasting value. They rapidly forget what they have learned; and most of the work done at school has been in vain. It is deplorable that this state of things should have endured so long. It has meant a lamentable waste of energy and money; it has certainly prejudiced the cause of education in the minds of the rural populace; and its amendment is imperative. Primary education cannot be subdivided. "Upper primary" and "lower primary" are expressions which the Committee truly stigmatize as misleading and all but meaningless. For the future they must be abandoned for administrative purposes in the province; and the "lower primary" will cease to be a recognized stage in the system of elementary education. Sir James Meston accordingly

accepts in its entirety the policy advocated by the Committee, and, it is gratifying to note, heartily concurred in by the Aligarh Committee, viz., that a school ought not to be called a primary school until it comprises class IV; that any school which does not teach up to class IV can only be regarded as preparatory; and that every effort should be made either to raise existing preparatory schools to primary schools, or to attach them as feeders to the higher classes of primary schools in the immediate neighbourhood.

3. In order to bring education to the doors of the people, the ideal, as the Committee suggest, is to have a primary school within walking distance of every village; or, in other words, there should be at least one primary school for every 25 square miles of the area of a district. This is, of course, a very rough and arbitrary average; and the actual allocation must be determined for each district, and each part of it, by local considerations,—the nature of the country, the density of the population, and the effective desire of the people for schools. But it will be the duty of every district board to divide its district into a number of areas, in each of which a "primary unit," as the Committee call it, can be conveniently located. In each such area, that is to say, there will ultimately be one central primary school; but, in addition, if the area is extended, there may have to be one or more branch schools of a preparatory character, to save small boys from walking long distances to and from the main school. Preparatory branches may also be necessary in towns or in large villages, where the total number of scholars would be inconveniently large for one building. The distribution of pupils and classes between the primary school and its branches, is clearly a matter on which a wide discretion must be left to the boards, who alone are familiar with the local conditions. In every case, however, it is essential that the schools supplementary to the central primary school should be treated as branches of it; and this for three reasons—

- (1) to emphasize the fact that their real purpose is to feed it;
- (2) to secure that the head teacher of the central school exercises a general supervision over their work; and
- (3) thus to establish a relation which will induce parents to continue the studies of their boys through the preparatory classes into the main school, instead of being satisfied with stopping short of class IV.

Similarly, no preparatory school should in future be established in any town or village unless it is attached as a branch to a neighbouring primary school, or there is a reasonable guarantee that it will itself be developed, as the boys are

promoted, into a primary school. If neither of these conditions is present, the school must not be opened. To put the position in the simplest form, the "primary" school is the basis of our system. The function of the other schools is to prepare boys for this true "primary" school, and only such preparatory schools should be opened or maintained as serve this function.

Some apprehension has been expressed that the "primary unit" system will tend to glorify a central school and to depress a number of neighbouring institutions, which would otherwise have been useful village schools, into purely preparatory or infant schools. This is by no means the intention of the Government. As soon as experience shows that a preparatory school has sufficient material at command to establish classes III and IV of its own in strength, it should cease to be a branch school, and should be raised to full primary strength. If there is no prospect of its ever providing more than half a dozen boys for the upper classes, it should clearly remain as a feeder for a well-equipped central school.

4. In regard to the size of the "primary unit," or primary school with its branches, if any, and also in regard to its proper staff of teachers, the Lieutenant-Governor accepts in full the recommendations of the Committee, which are summarized in paragraph 13 of the report. As there indicated, the ideal primary school would have about 200 boys; about forty each in classes A and B, and thirty each in classes I to IV; with one teacher per class. This ideal will clearly have to be varied where there are branches; but in all cases the criteria to be strictly observed are—

- (1) there should be roughly one teacher for every thirty boys;
- (2) one teacher should not be required to teach more than two classes;
- (3) each preparatory or branch school should have at least two teachers, unless it contains only classes A and B;
- (4) each primary school containing the whole six classes should have at least three teachers.

It follows that a preparatory or branch school cannot be advantageously started with fewer than thirty boys in its infant classes, or fewer than fifty boys altogether if it contains classes above A and B; whereas a full primary school should work up, as soon as possible, to an attendance of at least eighty boys. The Committee have expressed themselves on this important point as follows: "The provision of one teacher at least for every two classes is, to our minds, an irreducible minimum. A preparatory school containing only classes A and B in charge of a single teacher should not be permitted to open a class I unless and until it can be provided with a second teacher; given the second teacher some of us look upon a preparatory school with

classes A, B and I in charge of two teachers as likely to prove an effective feeder school under the system which we contemplate. Again, a preparatory school containing classes A, B, I, and II in charge of two teachers should not be permitted to open a class III unless and until it can be provided with a third teacher. On this point the Committee is absolutely unanimous." Sir James Meston cordially agrees with the Committee and desires these principles to be carefully observed by district boards. If parents are to be reconciled to a five-years' primary course for their sons, it is of the first importance that close attention should be paid to the infant classes, a result which can only be secured by a rigorous insistence on the provision of an adequate teaching staff. It is here that individual teaching is most necessary, and meets with the quickest response; and the sooner a child is taken through classes A and B, the more likely is he to persevere to the end of the primary course, and the more ready will the parents be to appreciate the value of the instruction he is receiving.

It may be added that in schools where there is only one teacher, he should be familiar with both Hindi and Urdu. Where there are more than one teacher, one of them should be thoroughly capable of teaching Hindi, and one of teaching Urdu.

#### RESOLUTION NO. JI.—PROVISION AND PAY OF PRIMARY TEACHERS.

1. The inadequacy of the present pay, and the poverty of qualification in the present teachers in primary schools, are admitted on all hands. A higher standard of intelligence and training, and consequently a decent living wage, are indispensable conditions of a living scheme of primary education, complete in itself and endowing the pupil with something of permanent value to him in after-life. The extent to which the young mind will have to be developed, apart from books, by nature study and object lessons will be discussed in a later resolution: but it is obvious that instruction of this type, if it is to be alive and real, demands a peculiarly alert and well-trained teacher. From whatever aspect, therefore, the future of primary schools is regarded, it is certain that their staff will have to be better qualified and better paid.

2. The present arrangements for procuring primary schoolmasters are as follows: an "upper primary" teacher should hold a normal school certificate; and a "lower primary" teacher should hold a lower primary teachers' certificate; but if no persons so certified are obtainable, a board may appoint any one who has passed the vernacular final

examination. No untrained teacher however can rise to a salary of Rs. 10. The minimum pay of a primary master is Rs. 8 per mensem. The qualifications implied by each of these three examinations are the following : for the *vernacular final certificate*, a boy must have read in classes V and VI of a middle vernacular school and must obtain at least 30 per cent. in an examination comprising either Hindi or Urdu, elementary mathematics, and history and geography, with an option between the second vernacular (Urdu or Hindi) and freehand drawing. For the *lower primary teachers' certificate*, a candidate must have passed the upper primary examination, and worked for a year in a training class attached to some secondary vernacular school or well-attended primary school ; in point of fact, most of the men have also passed the vernacular final examination. He is then examined and, if fit, certified by the deputy inspector. While at the training class, he receives a stipend of Rs. 3, Rs. 4, or Rs. 5 ; or if he is already a teacher, his pay is up to a Rs. 6 maximum. The instructor in a training class must hold a first grade normal school certificate, and draws a minimum salary of Rs. 15. A training class must not contain more than six students ; and entrants must be under twenty-five years of age. For the *normal school or vernacular teachers' certificate* a candidate must have passed what is virtually the vernacular final examination ; must study for two years in a normal school (entrance age from sixteen to twenty-six) ; and must pass an examination in Urdu and Hindi, elementary mathematics, history and geography, drawing, and principles and practice of teaching. Fifty per cent. of the marks entitle the candidate to a first grade certificate ; and there is a second grade certificate on a lower qualification. Every certificate is provisional until the holder has served satisfactorily as an actual teacher in a recognized school. Stipends of Rs. 7 per mensem are paid to teachers under training at a normal school.

3. The improvement of the professional abilities of primary schoolmasters thus brings in its train a long series of consequences. In the first place, it may be accepted as a fundamental principle that, as the Committee clearly put it, primary school teachers "must necessarily be drawn from the class which passes the vernacular final examination." It is impossible, with the resources available, to secure a higher standard of general education than this ; and the position must be accepted that, with a careful course of special training superimposed upon it, the vernacular final examination will be sufficient for the purposes in view for a good many years to come. As is the present practice, the best of the youths who

have passed that examination will be selected for training in the normal schools ; the others, if they take to teaching as a calling, will have to be instructed in the training classes. The normal schools will provide masters for the vernacular middle schools, who will ultimately be responsible in their turn for the training classes, and will also furnish as large a proportion as possible of the head masters of primary schools. For all the other masters in the primary schools and their branches, reliance must continue to be placed on the training classes. The "lower primary teachers' certificate" will disappear, and a "training class certificate" will ultimately be required of every master, whatever his position in a primary or branch school, unless he has been through the more advanced course of a normal school. Inasmuch therefore as the vernacular middle examination is at present one of the gates to a primary schoolmastership, and will in future become one of the compulsory qualifications, its improvement is a matter of vital importance. Measures must also be devised for making the subsequent special training at once more general and more attractive.

4. For greater strength in the vernacular middle course, and consequently for a more searching vernacular final examination, there are two converging lines of argument. On the one hand, it appears from the enquiry of the Committee that there is at present an undesirable gap between the primary and the middle courses. On the other hand, it has long been recognised that the middle course requires strengthening on the language side, and that any advance in English education must ultimately be based upon a better grounding in the vernacular than the present system provides. Influenced no doubt by these considerations, a minority of the Committee, though a minority whose views must carry much weight, favoured the addition of one class to the primary course ; while the majority preferred to add it to the middle stage. After careful thought the Lieutenant-Governor accepts the opinion of the majority. It would, in his view, be a mistake to lengthen the primary stage by a day more than is necessary to give a durable and self-contained training in the elements of education ; and there is grave reason to fear that the spreading of the primary course over six years, instead of five, would result in defeating the declared object of the Government and in driving a large number of boys to abandon it half-way. The addition of a class to the vernacular middle course need not seriously hinder the clever boy who means to go on to a high school ; and it will still yield the material for primary teacherships at quite a young enough age.

His Honour has therefore decided on the experiment of attaching what may be called, in order not to break the old established sequence, a "special class" at some point in the existing middle stage. A higher standard of education will thus be reached in class VI, and the examination can then be substantially improved. The details of curricula and standards, the nature of the new text-books, and in general the whole arrangement of the vernacular middle course, will be matters for careful consideration by the Education department. They will have to be definitely related to the new requirements indicated in this and the connected resolutions, and it would serve no purpose to discuss them at this stage. It may be added, however, that Sir James Meston, whilst adverse to loading the new middle course, by a classical language, when there is so much leeway to be made up in purely vernacular education, is prepared, if an adequate scheme can be evolved, to give every support to the proposal put forward by the late Hon'ble Rai Ganga Prasad Varma Bahadur, for the institution of proficiency examinations in advanced Urdu and Hindi.

5. In order to secure the best available teachers for the more advanced work which this change implies, a liberal scale of pay for vernacular middle teachers will be necessary. His Honour accepts the recommendation of the Committee that head masters of middle vernacular schools should receive from Rs. 30 to Rs. 50, according to the means of the boards and the experience and qualifications of the men ; and that the pay of their assistants should range from Rs. 12 to Rs. 25. The minimum pay for the instructor of a training class should be Rs. 20 per mensem. But it may further be found of advantage to improve the attractions of the masterships in normal schools. Here also the best men procurable are needed ; and if, as is understood, this particular branch of the service is not popular, small allowances might be attached to it. This point as also the relations between the normal schools and the training classes, to which allusion is made in paragraph 20 of the Committee's report, will be examined by the Education department. The Government is naturally anxious that the most promising students in training classes should be encouraged to aim at the higher diploma ; and any scheme which will effect this will be favourably considered by it.

6. In face of the paucity of trained teachers, and in anticipation of a rapid increase in the demand for them, arrangements were already being made for multiplying normal schools and training classes. Three new normal schools will be started, and there will shortly be 273 training classes, a number which should prove adequate for some years to come.

To meet the rush for new teachers, the number attending each training class may tentatively be raised from six to eight, wherever the school to which the class is attached offers sufficient practising material. This experiment has been tried without failure in Gorakhpur. On the other hand, the device of grouping two or more training classes in one place has not proved successful in practice and should not be employed. The stipends of students should be the same, whether they are teachers already or candidates for employment: and they may be suitably fixed at Rs. 6 in a training class and Rs. 8 in a normal school. The Committee favoured the continuance of their full pay to teachers under training: but, as the Director of Public Instruction has pointed out, this may tempt intending students to intrigue for a nominal appointment to a mastership before going up for training. Students who are not already employed should be bound, as a condition of their stipends, to teach, after qualifying, for three years in a recognized school; the practice of normal schools in this respect being extended to training classes. It will be years before many vacancies in the training institutions can be offered to teachers in aided schools; but they should be regarded as eligible for admission in default of candidates from board schools.

7. There remain for consideration the pay and prospects of teachers who have undergone the tests and training which will in future be insisted upon. If untrained teachers can be procured for Rs. 8 or Rs. 9, as was maintained by some witnesses before the Committee, the boards cannot be urged to pay higher rates for them. But from trained teachers it is proposed in future to exact a higher standard of efficiency than is now attempted. There will be a middle vernacular course, lasting for probably two and a half years; and the pitch of the work at the training classes and normal schools will have to be raised. A corresponding improvement in pay is accordingly necessary. His Honour therefore agrees—slightly varying the Committee's tables—that in rural schools boards should work up, as quickly as possible, to the following gradation for trained teachers: for urban schools somewhat higher rates may be desirable:—

	30 per cent. on 14 per mensem.			
Head masters in primary schools	4	"	16	"
	20	"	18	"
	10	"	20	"
Assistants in primary schools and teachers in branch schools.	40	"	10	"
	50	"	12	"
	10	"	14	"

A much higher scale of pay was suggested by the Aligarh Committee, and His Honour would gladly have accepted this if financial limitations had permitted ; but a rise of 50 per cent. in the above rates would seriously hamper the other funds available for the spread of education, and it must be left to the test of experience to show whether the grading now suggested procures a sufficiency of competent men. The head master of a primary school should be, wherever possible, provided with free quarters at or near the school and obliged to occupy them.

In the matter of provision for old age, Sir James Meston regrets that it is impossible to agree to the proposal, put forward by six members of the Committee, for the institution of a pension scheme. The Government is not in a position to find the large sums which would be required, and it would be wrong to burden boards with unknown prospective liabilities. All trained teachers, however, should be obliged, and all untrained teachers should be allowed, if the board thinks proper, to join a provident fund. The contributions should be one anna per rupee of pay, to which the boards should add such donation, not less than half an anna or more than one anna, as their resources may justify. The whole question of provident funds for schools is at present under the consideration of the Government, and the details of the fund will be settled later in connection with the introduction of the general scheme.

His Honour accepts the recommendations of the Committee that certificates of honour be granted to successful teachers, and that travelling allowance be given to teachers on transfer or when summoned to headquarters. He also readily concurs in the desire of the Aligarh Committee that primary school teachers should be treated by all Government officers with courtesy and due consideration, particularly in the presence of their pupils.

#### RESOLUTION NO. III.—CURRICULUM OF PRIMARY SCHOOLS.

1. This all-important branch of the subject may conveniently be considered under three heads :—

- (a) the subjects and methods of teaching ;
- (b) the language or script of the readers ; and
- (c) moral and religious instruction.

Each of these has been the subject of endless discussion, and sometimes of deplorable controversy, in the past ; but save in connection with the language question, where a brief historical résumé is necessary for a proper appreciation of the issues involved, no useful purpose would be served by a

review of past history, though this has been carefully studied in the framing of the orders which follow.

2. *Subjects and methods of teaching.*—In the last quinquennial report of the Director of Public Instruction the eternal dispute on the scope of elementary education was neatly summarized as follows: "There are two schools of thought—outside the department—wide as the poles asunder in regard to what elementary schools should teach: one set of opinion would utilize the schools for the dissemination of useful information, on such subjects as agriculture, sanitation, malaria, plague, hydrophobia, snake-bite, rent and revenue law, co-operative banking, the silk industry, and even the state of the yarn-market; the other would confine instruction strictly to the 'Three R's,' not even admitting drawing or clay-modelling, observation lessons or geography." The Director then went on to explain that the department had held fast to "the guiding principle that a school is first and last a training ground of faculty;" and that it had adhered to the "Three R's," with observation lessons, simple drawing and modelling, and a little local geography. The wisdom of this policy was endorsed by the strong Committee which met in 1910 to discuss the question of rural education. It has again met with the substantial concurrence of Mr. Justice Piggott's Committee; and, with certain minor variations as to details, Sir James Meston accepts their decision as conclusive. It is clearly in accord with commonsense; and indeed it seems sometimes to His Honour that those who wish to feed the elementary pupil with all sorts of useful knowledge must be singularly forgetful of their own school-days. A child may remember verse, or even prose, which it has memorized, and may at a later age associate therewith an approximate meaning in its mind. But, especially with the relatively unskilled teaching at our command, it is doubtful whether the infant mind is so much occupied with the meaning, as with the form, of the printed page; and it is at least probable that, in Indian village schools, the ethical impress on the average boy is slight in comparison with his sensations of the grouping, appearance, and sound of letters and words. His Honour believes therefore that, if reading lessons in agriculture or cleanliness or temperance are included in the primary curriculum, they will, though possibly not actually harmful, be negligible for good; and on the whole, he would prefer, *ceteris paribus*, the insertion of lessons which have a little more chance of interesting the pupil. This is in accordance with, as he understands it, the modern theory of education. Reading and writing must be *taught*, because the child does not

start with an intuitive capacity to connect letters with sounds or to hold and move his pen in the proper manner : it is also quicker to teach him the rudiments of arithmetic and certain other subjects than to wait till he can acquire them by first principles. But for the rest it is not the true function of the teacher to stuff the child's memory with dogmatic facts : his duty is to guide the development of the child's mind by its own self-activity. Here it is that the importance comes in of selecting lessons which are likely to interest the child, to appeal to his particular outlook on life, and to stimulate a desire for advance and discovery.

3. This brief and necessarily fragmentary review of the basis of our primary teaching establishes at once the obvious fact that there need be no differentiation between the primary curricula in rural and in urban schools, except only to a moderate extent, in that branch of the work which is known as observation lessons. This decision has the whole weight of authority behind it,—the mass of expert and lay opinion collected at the Allahabad Educational Conference of February, 1911, the recommendations of the Rural Education Committee, and now the advice of Mr. Justice Piggott's Committee supported by the Aligarh Committee. The ground is therefore clear for the prescription of a common curriculum for all primary schools. That approved by the Lieutenant-Governor is attached to this resolution. It differs only in some matters of minor importance from the curriculum which was published with the report of the Committee. His Honour concurs in their scheme as regards *reading* and *writing*, except that he is averse to the employment of the patwari, who has neither the time nor usually the capacity for instructional work. But he considers it desirable to add the elements of *grammar* in classes III and IV, as the construction of a sentence is essential to all composition, even letter-writing. The proposals for the teaching of *arithmetic* appear to him to be excellent, but the *geography* course in classes II, III and IV should, in his opinion, be fuller and on this point he accepts the recommendations of the Rural Education Committee. Clay-modelling is clearly unsuitable to primary schools ; and on the whole the Committee appear to have adopted the right line in making *drawing* a part of the observation lessons or nature study, instead of an uninteresting exercise on fixed copies. In the matter of *physical training* the present curriculum leaves nothing to be desired. Action songs, which the Committee recommended, seem to His Honour to be liable to drift towards the ridiculous in the hands of uninspired male teachers. For *observation lessons*

and *nature study* he accepts the concurrent advice of Mr. Justice Piggott's Committee and of the Rural Education Committee, subject to the stringent condition that they must not be attempted until there is a thoroughly competent teacher to undertake them. It will be here that town-dwelling teachers will be able to select topics of special interest to urban pupils, and country-dwelling teachers will devote more attention to the aspects of life and nature which surround rural schools. But, as noted above, in no school should this branch of the curriculum be opened until a master is secured who has been trained to teach it or who is found by the inspector to have a natural aptitude for handling it with intelligence. The training necessary for teaching this valuable but most easily mismanaged subject is unlikely to be acquired except at the normal schools ; and even there it will postulate a measure and type of science teaching which will require the most careful working out by the department. In rural schools the nature studies should have a direct relation to the problems of agriculture, and His Honour desires that the Education department should consult the Director of Agriculture before settling on the final scheme, especially with regard to varying it so as to suit the different conditions of different parts of the provinces. The school garden, of which the importance is already recognized by the department, should be a feature of every rural primary school. It must be worked entirely by the teachers and the boys themselves, and its object, apart from the incidental manual training, will be to supply materials for object lessons in which the pupils can study the growth of plants.

4. *Language or script of readers.*—Although the so-called language controversy was not amongst the matters referred to the Committee, they found themselves nevertheless compelled to take cognizance of it. Sir James Meston has no quarrel with their procedure in this respect. It has resulted in a valuable contribution to the materials for deciding an issue which must now be definitely settled. That issue, stated in its simplest terms, is whether the whole of the readers in use in primary schools can or cannot be written in a common language to be printed indifferently in the Persian or the Nagari character.

In order to understand the circumstances which forced this issue on the Committee, it is necessary to set forth a few of the chief landmarks in the past history of the subject. The first of these, for present purposes, is a letter from the Local Government to the Government of India, dated the 13th June, 1876, in which allusion was made to "the principle that the common language of the educated classes in the North-Western

Provinces is one and the same, whether it be written in the Persian or the Nagari letter." The test of a good elementary school book, the writer quoted with approval from a Bihar officer, was "that it can be printed without violence in either character." The letter then went on to distinguish between "the language used by people of decent education in the affairs of daily life" and the language of literary effort, which tends to diverge into two distinct vocabularies, and not merely two written characters." This letter apparently set the theory, though it does not seem to have wholly controlled the practice of primary education for years. In 1903, the position was reviewed again in an important letter, dated the 16th May, 1903, in which the Lieutenant-Governor laid down that both the Hindi and the Urdu readers in primary schools "should be written in the language of every-day life and not in the language of literature. The language of every-day life is current all over the provinces; it is understood everywhere; although enriched from different sources, it is free alike from the peculiarities of dialects and the elaborations of the literary style, and it can be written in either the Persian or the Nagri character. This alone is the language which is adapted to instruct the masses in such subjects as will best fit them for the business of life." The Local Government was prepared to concede that conditions changed "at the secondary stage, when language begins to be studied as language and as the key to literature." This pronouncement still holds the field, although in 1908, the Local Government seems to have assented, without close examination, to two resolutions which the Provincial Text-Book Committee had adopted, viz.—

" VI.—That in the opinion of this Committee, while the lower primary readers are suitable for both Urdu and Hindi-speaking scholars, the language of the upper primary reader is not sufficiently advanced to form an adequate preparation for a literary education.

" VII.—That in the opinion of this Committee upper primary readers should introduce the scholar to a more literary language, and that therefore at the upper primary stage a divergence in the language used in the Urdu and Hindi readers is inevitable."

The next stage in the discussion was reached at the meetings of the Rural Education Committee. In September, 1910, that body resolved as follows :—

" X.—That prose lessons in the lower primary readers should be written in the simplest form of the common language of the educated residents of the province.

" XI.—That passages of poetry should be included in the lower primary readers (10 for, 4 against).

"XII.—That the poetical pieces in the lower primary readers should be in Hindi in the Hindi readers and in Urdu in the Urdu readers (9 for, 2 against).

"XIV.—That in the upper primary readers the poetical pieces should be preferably from standard authors."

A scholarly Muhammadan gentleman, who was a member of the Committee, dissented from these conclusions, on the ground that Hindustani should be the only medium of primary instruction, and that its natural growth should not be distorted by having sanscritized words forced into it. He held that all prose should be in the common language; that simple poetry in the lower class readers might also be in the common language; but that the poetry in the higher readers should be selected from standard authors. At a subsequent meeting the Committee decided by a narrow majority that "all the portions of the primary readers should be in the common language of the educated residents of these provinces." In November, 1911, the Local Government appointed an expert committee to deal with the new primary readers which would be introduced in consequence of the Rural Committee's recommendations. The results of this body's labours have not yet been published.

5. Such was the tangled tale with which Mr. Justice Piggott's Committee were faced when they found a pronouncement inevitable on the language to be used in the primary readers. While Government had steadily pressed for instruction in a common language written in either character, a strong section of its expert advisers favoured bifurcation of the text-books from class III onwards into distinctive Urdu and distinctive Hindi. That there must be bifurcation at some point or other in a literary education, no one has ever denied: but should it come during the primary course, or can it be deferred until after that course is finished? To this question the Committee found an unanimous answer impossible, and recommended by a majority a compromise on the following lines, viz:—

- (a) that the subject-matter and language of the classes III and IV readers should be generally identical in the versions printed in the Persian and in the Nagari characters; but
- (b) that different words should, wherever necessary, be employed to express the same idea in the two versions, the Urdu word being entered in brackets after the Hindi word in the Nagari versions, and vice versa; and
- (c) that six prose lessons in distinctive Hindi and distinctive Urdu should be added to the readers printed in the Nagari and Persian characters respectively in classes III and IV.

Even to this cautious departure from the principle of a common language, exception was taken by the Muhammadan

members of the Committee. A sentence in the note of dissent recorded by the Hon'ble Mr. Asghar Ali Khan states succinctly the general attitude of Muhammadans towards this whole question : " Ancient Bhasha which, like Sanskrit, is a dead language and is intelligible to those only who know Sanskrit, is now being revived in the form of a new language, under the name of Hindi, to the detriment of Urdu or Hindustani, which is the *lingua franca* of the country and is in itself a compromise between Arabic and Persian on one side and the long-defunct Bhasha and Sanskrit on the other, and has been in common use for the past three centuries." The Aligarh Committee used almost identical terms : " It is needless to point out," they wrote, " that Urdu or Hindustani has been recognized as the common language of all the educated classes of these provinces." Mr. Karamat Husain's Committee took up the protest in even stronger terms. " The Bhasha," they wrote, " or Hindi of the books and newspapers has nothing in common with the spoken language of these provinces, and it is in no way desirable to stifle the growth of the true vernacular of these provinces by emburdening it with an unassimilated portion of the literature which is being manufactured on political grounds." It is thus clear that if Urdu were accepted as the medium of primary instruction, Muhammadan educationalists would have no objection to the readers up to class IV, or even beyond it, being uniform in that language, in whichever of the two scripts they are printed. On the other hand this view is most strongly combated by the protagonists of Hindi, whose views are lucidly set forth in a memorandum, dated the 14th April, 1924, which the Lieutenant-Governor has received from the *Nagari Pracharini Sabha*.

6. The question is one on which some difference of opinion, however unfortunate, seems unavoidable, and it is desirable, therefore, to explain the road principles upon which alone Sir James Meston conceives that an equitable settlement can be based. The first of these principles is clearly the well-being of the child. No linguistic theory or controversy can be allowed to increase the difficulties of education to the young mind ; in its elementary training the infant must not be exposed to the strain of having to learn two languages or even two scripts. The second principle is that every child must be taught whichever language or whichever script his parents wish him to learn. There is no exclusive racial demarcation here ; many a Hindu wishes to learn Urdu, and a substantial number of Muhammadans, especially in the eastern parts of the province, are accustomed to read and write the Nagari character. The third principle is that a boy, at the end of his

primary course, should be able to do what his school professes to teach him to do, viz. to read and write a letter, and to make sense of an ordinary book or newspaper.

Turning now to the consideration of a common language, it has to be seen how far it meets the requirements of these three principles. That there is a Hindustani language, spoken and understood by all men of moderate education throughout the province, passes beyond dispute. It has its limitations; for there are certain topics of constant recurrence such as religion, morals, proverbs, and literary allusions, on which a Hindu would ordinarily use different expressions from a Muhammadan. But, with these exceptions, it is a language which can be used in the every-day business of life by Hindu and Musalman alike, and can be written in Persian or Nagari script indifferently. It is eclectic, being recruited freely from Persian, Arabic, and Sanskrit sources: and it is simple, nervous, and far from inelegant. But at a certain point, especially when it comes to handle abstract ideas, the common language fails to provide expressions which are equally familiar or equally congenial to both Hindus and Muhammadans; and recourse is then had, in the one case to words of Sanskrit origin, and in the other to words of Arabic or Persian extraction. A Hindu fond of Urdu might frequently select the latter, but a Muhammadan would verily rarely consciously choose the former.

This process of differentiation is stimulated by the natural pride of each race in its own literature; and the bias towards Sanskrit or Persian origins becomes much more emphatic in the written than in the spoken language. From the wider aspect of educational ideals, this may or may not be a misfortune, it may or may not be an impediment to progress. That is a point which cannot be discussed here: what has to be done is to accept the hard facts of the position as it stands to-day. As was acutely observed in the letter of 1876 already quoted, "the characters, from the difficulty of expressing the terms of either vocabulary in the alien letter, react upon the vocabularies and widen the breach." The consequence is that even in books adapted to the ordinary reader and in the ephemeral type of literature represented by newspapers, there is a growing tendency to diverge from the simple Hindustani in which it has hitherto been sought to write all the primary readers; and the tendency is still stronger in works of definite literary purpose. His Honour has carefully gone through what is known as the "Upper Primary General Reader" now in use in the schools; and he is obliged to admit that it would not teach a boy to read with ease any of the vernacular

newspapers with which he is familiar, or any book which is of more substance than a child's story-teller.

7. The conclusions of the Lieutenant-Governor then are that—

- (a) the common or Hindustani language, printed in either Persian or Nagari type, should be used in the primary readers, so long as it has anything to teach;
- (b) when the common language has nothing more to teach, the pupil should learn to read Urdu or Hindi according to the wish of his parents;
- (c) the readers printed in the common language and used up to the end of class IV do not allow the pupil to leave his primary school with that mental equipment which it is desired to give him.

In other words, while His Honour accepts the policy of teaching the common language so long as possible, he believes that bifurcation may be deferred too long. At present, in his opinion, it is unduly deferred, and valuable time is lost in reading and re-reading a primer when it has ceased to serve any purpose as a means of progressive education. He considers therefore that bifurcation should begin a little earlier than is now the case. Primers on the lines of those now in use, printed in either character, should be retained for classes I and II; and there is also required for use above those classes, what for brevity may be designated a senior reader in the common language, similarly printed, and graduated in difficulty, so far as possible, from the beginning onwards. All these books should contain lessons in prose only. When the teacher is satisfied that a class has mastered the senior reader, he should at once promote them to one of two supplementary readers. Such promotion would not ordinarily come until the end of class III, and may even be later according to the capacity of the pupils. The sole test should be whether the class has mastered all that it can learn from the senior reader; and it is for the master, and the master alone, to say when this happens; but it should usually be possible for the last half of the year in class IV to be spent on the supplementary readers. These should be composed in distinctive Urdu and Hindi respectively. They should contain both prose and verse, taken as far as possible from standard authors; but religious and didactic passages should be avoided, so as to respect the sensibilities of Hindus who may be taking the Urdu, or Muhammadans who may be reading the Hindi course. The preparation of the supplementary readers should be undertaken, as soon as possible, by the Provincial Text-Book Committee, who will have the advantage of studying the readers which were drafted by the committee presided over by Pandit Rama Shankar.

The course of study thus indicated will, Sir James Meston trusts, maintain the principle of elementary teaching in a simple, common language so long as such teaching has an educative value; while it will ensure that the pupil leaves class IV with an education which will not only be of practical value to him in after-life, but will also open for him the door to the literature of his religion and his ancestors. This was, he feels sure, the aim of all the members of Mr. Justice Piggott's Committee, though the attempt at reconciling divergent views led to a form of compromise which would have presented difficulties in practice. The alternative he has decided to adopt will, he believes, not prove open to this objection; but he does not pretend to hope that it will please all schools of thought. The question has reached a point where mutual concessions seem impossible; and it is clearly the duty of the Government to formulate a decision, making the interests of the child its sole consideration, and the progress of sound education its only aim. To this decision there is one corollary of first importance, viz. that every primary school must be equipped, with the least possible delay, with masters who can and will teach the new curriculum. It will be the care of district boards to see that these are provided, and of the department of Education to ensure that every future teacher is thoroughly instructed in both characters and in the intelligent use of both the supplementary readers.

8. *Model and religious instruction.*—In their resolution of the 21st February, 1913, defining their educational policy, the Government of India observed "that the most thoughtful minds in India lament the tendency of existing systems of education to develop the intellectual at the expense of the moral and religious faculties." Nowhere has this tendency been more regretted than in the United Provinces; and Sir John Hewett took every measure which is open to a non-sectarian Government to carry enlightened opinion with him in devising a scheme of moral and religious education in the schools. From the conferences at which the whole subject was considered in 1908, the conclusion emerged that, neither for Hindus nor for Muhammadans, is religious instruction of any kind practicable in primary schools. Lessons of general morality based on undenominational principles were regarded as capable of insertion in the readers: but no definite curriculum was suggested. Mr. Justice Piggott's Committee, when they came to consider the problem, decided by a majority, for very weighty reasons which they have recorded, against trying to prescribe religious instruction in boards' primary schools. A minority favoured the attempt, particularly in the case of

Muhammadan boys ; and advised an extension of the method described in article 74 of the Provincial Educational Code,—a method which, it is understood, is practically a dead-letter. The Aligarh Committee considered that the absence of religious education in the public schools prevents full advantage being taken of them by Muhammadan pupils. They accordingly advised that Government should arrange for the teaching of the *Koran* at State schools, if the Muhammadans of the locality so desired and deposited two years' salary for the instructor. Mr. Karamat Husain's Committee endorsed this view, but admitted that the present liberty of theological instruction had proved of little advantage. The President himself, however, in a note of dissent, held that the question of dealings between God and man was one for home teaching and that a secular Government should not meddle with it. The latest pronouncement which the Lieutenant-Governor has seen on the subject is the report of a strong committee appointed by the Government of Bihar and Orissa to consider the whole question of moral and religious education. This committee reported in favour of a short moral address, once a week, by the head master or some selected teacher ; but the members failed to agree as regards religious instruction except so far as to suggest that it might be tried as an experiment in selected schools under definite restriction.

9. The enormous divergence of opinions and suggestions upon this subject is eloquent of the difficulties which beset it. By two main principles, however, Sir James Meston stands fast. The first is that the moral instruction of young children without religious teaching is of little or no effect. On this matter there is almost unanimity among the many wise and experienced men who have considered the question in the past. For the child the true school of conduct is his home, where morality and religion are probably intermingled without any attempt at demarcation. At his day school he may learn something of decency and honesty and self-restraint from his teacher ; and this makes it of the highest importance to choose and train for primary schoolmasterships men of character and probity, who are likely to influence their pupils by their manner and example. But to teach abstract morality, without any religious sanction, is a barren task which can leave no impress upon the young mind. Lessons with a moral tendency may be included, if otherwise suitable, in the primers ; but in the direct teaching of morality in a formal manner, His Honour has no faith. The teachers must be required to set a good example in their demeanour and language and must be urged to impress the duties of cleanliness, respectfulness, and

obedience on their pupils. More than this cannot be effected in school-hours and through the agency of the regular school-masters.

The second main principle is that the Government cannot make itself responsible for religious teaching. If the various communities can arrange for the teaching of their respective tenets, Government will afford facilities in its schools for such instruction, provided that the teaching is not so conducted as to cause offence or annoyance to reasonable men of other creeds. But it cannot undertake to select the religious instructors, or to pay them, or to prescribe or supervise the subjects of instruction. To do this would detract from the strict impartiality which the Government is bound to maintain in matters of belief.

10. Such being the position, the only possible orders are that denominational religious teaching is not in the hands of the regular masters in public schools ; but that the use of a part of each school-building will, if possible, be allowed for such teaching on the following conditions :—

- (a) that the teaching is arranged for, and the instructor appointed and paid by the school committee or, with their consent, by a committee or committees of the parents ;
- (b) that the regular teachers are not required to take any part in the instruction ;
- (c) that the attendance is not compulsory on a boy except at the request of his parents or guardian ;
- (d) that the teaching takes place outside the regular school hours ; and
- (e) that it is conducted in such a manner as not to cause offence or inconvenience to the rest of the scholars or to the neighbours.

It will be the duty of district boards to secure the observance of these conditions, and particularly to repress any abuse of the facilities for religious teaching, or any employment of them which interferes in the general usefulness of the schools. If the system is worked with caution and in a spirit of reasonableness, it should present no difficulty even in mixed schools. It would, for example, be possible to allow a pandit and a maulvi three-quarters of an hour each on alternate days either before or after lessons, to teach Hindu and Muhammadan boys respectively. Or three-quarters of an hour in every day might be allotted to both the pandit and the maulvi, if separate rooms can be set aside for their occupation. The instruction would have of necessity to be general and elementary ; but it is clearly impossible, in the circumstances of the primary schools of these provinces, to provide for specialization in the tenets of individual sects, unless perhaps in the case of Shias.

and Sunnis. It is also impracticable to allow religious teaching to be imparted during school-hours. The time allotted for the regular secular lessons is already short enough for the group to be covered, and any deduction from it would mean an appreciable loss in educational efficiency.

**RESOLUTION no. IV.—EDUCATION FOR  
SPECIAL CLASSES.**

1. In approaching the subject of education for special classes it must be borne in mind, as a cardinal point of the scheme of national education outlined in these resolutions, that boards' schools, established and maintained from public funds, are open to all classes of the public. There must be neither exclusion nor preferential treatment for boys of any religion or caste in any school which is not definitely set aside for a special section of the population. It is the duty of district boards and of the inspecting staff to see that teachers do not reject any boy who is anxious to learn, if there is room for him; and that having admitted him, they ensure that he is properly treated. Particular care, for example, must be taken that Muhammadan boys are not exposed to the slights described in paragraph 12 of the Aligarh Committee's report; and it must be brought home to the inspecting staff that a deputy inspector who permits this sort of conduct proves himself unfit for his post. Whilst, however, this principle must never be lost sight of, it is useless to ignore the fact that in existing conditions the ordinary board schools do not and cannot adequately cater for certain sections of the community; and for the education of these sections special measures must therefore be taken. These measures may conveniently be discussed under the heads of—

- (a) half time or night schools;
- (b) schools for special castes or trades;
- (c) special schools for Muhammadans.

2. *Half-time and night schools.*—The function of these institutions is to provide for the children of agriculturists or artisans who have to assist their parents in their work; and also for the rare, but not inconceivable, cases of illiterate adults who wish to pick up a smattering of the "three R's." Past experiments in this direction have a discouraging history; and it is doubtful how far results of real value can be expected from teaching the elements of reading and writing, for a few hours a week, to boys who have a tiring day's work before or behind them. The door, however, should not be closed to such teaching and the experiment will be of particular interest with night schools in towns or large villages.

Opinion in the Committee differed considerably as to the scope and type of the half-time schools. It was suggested by some members that schools might be tried with one set of scholars in the morning and another set in the evening. The rest of the Committee either considered such a type of school to be distinctly undesirable, or thought that the experiment should be confined to preparatory schools which included classes A and B alone. Whether in practice schools could be successfully worked on these lines, experience alone can determine. The circumstances in the various districts are likely to be very diverse, and detailed rules cannot be formulated. The Government can do no more than lay on boards the general injunction to open half-time or night schools wherever there is a genuine local demand for them. It seems probable that special curricula will have to be devised for them; but this will be a matter for consideration by the Education department when the schools come into being. His Honour concurs in the view of the Committee that there should be no scale of fees and no age-limits, in such schools, and that half-timers should not be admitted into the regular primary schools.

3. *Schools for special castes or trades.*—As above noted, while maintaining the theory that the public schools are open to any willing boy, without distinction of caste or creed, it has to be recognized that particular difficulties attend the education of special classes of the community. Where those difficulties are due to the exclusive characteristics of any section of the community, the remedy lies in private enterprise, which the boards will no doubt be ready to help, under the ordinary conditions of their grant-in-aid system. But the trouble more frequently arises from the aversion of the other caste to intercourse even in schools; the typical case of course is the education of the classes generally described as "untouchables." There have recently been gratifying signs of desire for education among castes who have hitherto been condemned to menial or even predatory habits, such as the *Doms* of Benares; and it is the clear duty of the Government and the boards to support any such awakenings. His Honour agrees therefore with the Committee that teachers should be instructed to encourage the attendance of boys of the depressed classes, and to obtain decent treatment for them; and he trusts that the benevolent intentions of liberal Hindu thought will be translated more and more, as time goes on, into practical help and persuasion towards this object. Meanwhile, he accepts the recommendation of a majority of the Committee that, in places where a particular section or group, e.g., of the depressed

classes, applies for a school, guarantees an attendance of an adequate number of boys and offers (if it can) to provide reasonable accommodation, even though it may be below the regular standard, the board should start a special school under a suitable master. More than this it seems impracticable to prescribe at present, though the grant-in-aid rules should be freely utilized to assist schools of this particular type that may be started either by the community itself, or by any outside organization which is at work for its elevation.

4. *Special Muhammadan schools.*—The general scheme for the extension of primary education outlined in these resolutions embraces a number of safeguards for the interests of the Muhammadan community. Facilities will be given for a proper infusion of Muhammadans among the teachers and the inspecting staff. The boards are being asked to insist that Muhammadan boys are freely admitted and properly treated in schools where Hindus predominate. It will also be a rule that efficient teaching in the Persian script and in the Urdu supplementary reader is afforded in every board's school to any boy who asks for it. But these injunctions cannot in themselves be expected to supply that special stimulus which the backward condition of Muhammadan education admittedly demands. Further measures are called for, both by the undertakings of the Government in the past, and by the steady decline, up at least to 1912, in the proportion of Muhammadan boys who are receiving primary education. The special recommendations in favour of Muhammadans which were made by the Education Commission of 1882-83 were not followed by any definite change of policy in these provinces, where Islam used to be regarded, from a purely statistical standpoint, as holding its own in the public schools and colleges. It still maintains a strong position in the more advanced stages; but in the primary schools, whatever may be the cause, the advance has been slow as compared with that of Hindus, and the committee presided over by Mr. Karamat Husain, adduced figures which show a large and disturbing decline, over the last 18 years, in the proportion of Muhammadans to the total number of primary pupils. It would serve no useful purpose to consider the reasons for this retrogression. Whatever they may be, the Government is pledged to do all that is in its power to check the decline. As a first step in this direction, therefore, His Honour has decided that, in any town or village where a sufficient number of Muhammadan parents come forward to guarantee an attendance of at least 20 boys, and whether there is an ordinary primary school already in existence or not, the district board shall start a special Islamia

school and provide it with a qualified Muhammadan teacher. The school will be started on a temporary basis, and its retention will depend on the efforts of the guarantors and the teacher to maintain and increase the number of pupils. Its status at first might conveniently be that of a branch of an existing primary school, if there is one near enough; but the aim should be to raise it, as quickly as possible, to the position of a full primary school, staffed throughout by Muhammadan masters. The ordinary curriculum will be taught, the instruction being wholly in Urdu: and proper facilities will be given for religious teaching in the school-building outside the regular school-hours. This appears to Sir James Meston to be as far as it is fitting to go when the whole cost is drawn from public funds. If the Muhammadans of any locality desire a more definitely sectarian type of instruction, their natural course would be to establish a *maktab* which would qualify for obtaining a grant-in-aid under the ordinary rules. In a later resolution reference will be made to the fees which should be charged at these new Islamia primary schools. It is hoped that their establishment will furnish a liberal and suitable agency by which the Muhammadan public can co-operate with the Government in the rapid spread of sound education in their community.

#### RESOLUTION NO. V.—SCHOOL-BUILDINGS AND HYGIENE.

1. The problems of school hygiene were considered in all their more important aspects, by the committee which sat in Naini Tal in June and July 1913, under the presidency of Colonel Young, I.M.S. The Lieutenant-Governor desires to take this opportunity to acknowledge the thorough and, on the whole, eminently practical manner in which the Committee dealt with the matters on which its advice was asked. The report, convincing and unanimous, is a lucid record of ideals which may not all be possible of early attainment, but which are unquestionably essential to a sound system of education. The Government is specially indebted to Colonel Young for the labour which he has devoted to this work, and for the success with which he has brought diverse opinions into accord, and reduced expert wisdom to practical formulae. The recommendations of the Committee cover a wide range, and it is unnecessary in this resolution to discuss all the numerous points of detail involved. These will later form the subject of separate orders to be incorporated in the departmental codes and manuals. Here it will be sufficient to indicate the general principles which the Government desires to see observed.

2. *Primary school-buildings.*—Amendments in the present standard plan of primary schools were discussed both by the Committee on Primary Education and by the Committee on School Hygiene. The matter will be worked out in consultation with the Public Works department, and a new type, or a set of differing types for different parts of the province, will shortly be prescribed. The main desiderata in construction appear to be—

- (a) that the building should be capable of extension; accommodation being provided in the first instance for 90 boys, and afterwards being doubled if necessary;
- (b) that the rooms should be of square shape, placed end to end in a line, and connecting with each other through a wide verandah in which the junior classes can be seated;
- (c) that each room should have a floor area of 360 square feet, and a height of 15 feet; and
- (d) that the type, though it need not be uniform, should be durable in design, so as to obviate the wasteful cost of repairs on flimsy erections.

Subject to these main principles, the detailed recommendations of the Committee on Hygiene in regard to site, drainage, lighting, ventilation, orientation, and equipment, are accepted by the Government. It may not be possible to give effect to them all in every school, but good reason should be shown in each case for departing from them. Quarters for a resident teacher should be provided: and a compound (both for the sake of privacy and for the practice of physical exercises), with some form of enclosure, is desirable. It is also desirable that, if feasible, ground enough for a school garden should be attached to the building; but for rural schools a formal playground is unnecessary. The building materials to be employed, the form of roof, and all architectural details, must be matters for elastic treatment. Much will depend on the experience of the particular area, as to durability, fitness for the climate, economy of maintenance, etc. The chief consideration is the health and comfort of the children and their teachers; and to this essential all other considerations may well be subordinated within reasonable limits of expense, initial and recurring. The water-supply and sanitary arrangements which the Committee on Hygiene advise may not always be found feasible; but simple latrine accommodation and the services of a sweeper should be insisted upon in connection with every permanent school. The teacher or head master must be made to understand unmistakably that he is personally responsible for the sanitary condition of the whole building, and its surroundings, latrines, etc. Cleanliness and order in

such matters are a powerful unseen influence in the proper training of the child.

3. While the foregoing remarks describe the general lines to be followed in the erection of new schools, they are not to be taken as implying that existing school-buildings should necessarily be replaced by buildings conforming to the standard plans. Their funds will not allow boards to reconstruct the present schools, when all their available resources will be absorbed in the work of extension; but the replacement of insanitary or otherwise unsuitable buildings should be gradually carried through as opportunity offers. Nor should the new standard plans be treated as governing any but full primary schools with an assured attendance and in a permanent location. There are several classes of schools for which they would be inappropriate and possibly wasteful. In the first place, it had to be recognized that the programme of expansion on which boards will now embark must be in some respects tentative. It may frequently be necessary, after a school has been started in one village, to move it to another. Or the guaranteed attendance may be purely provisional and the board may decide to close the school unless it secures a certain number of pupils in a given time. In all such cases, wherever the prudent course is to await events before sinking money in permanent buildings, a school house should be borrowed or hired, if possible, or a temporary erection run up. In the second place schools which fall short of the full primary status should not as a rule be located in expensive buildings; and the same is true of branch schools which teach only the preparatory classes. It should usually be possible to obtain the use of a *chaupal* or similar buildings, either free or for a small rent: failing this, the cheapest and simplest form of structure should suffice. Thirdly, the special Islamia schools cannot in all cases be regarded as permanencies, until there is a definite assurance of the co-operation of the local Muhammadans with the Government in this new endeavour to cater for their needs. For these schools, at the outset at least, it may be well to provide temporary accommodation, converting it into buildings of the standard types as the success of the experiment declares itself. In all these contingencies where hiring or borrowing is impracticable, it will be the duty of the board concerned to design such an inexpensive form of structure as it finds best suited to the climate and local conditions. A simple, open shed, with a floor space of 10 square feet per scholar, will often be all that is required, especially if it can be placed in the neighbourhood of a few shady trees. Should anything more elaborate be necessary, His Honour

desires to commend to the consideration of boards the type of temporary school-room which has been used in the construction of the new *Gurukul* at Brindaban. There are no doubt, however, other models which could with advantage be studied ; and no general rule on the subject is possible or desirable.

4. *School-hours and home-work.*—At the beginning of the fifth section of their report, Colonel Young's Committee have some weighty remarks on the health of school children as affected by their surroundings and their work. The improvement of school hygiene has already been noted on, and it will be the function of the Education department to see that cramming for examinations is sternly repressed. All that need be prescribed here is the scale of hours. On this subject the Committee on Primary Education has also made some observations and His Honour accepts the concurrent recommendation of both committees that the period devoted to lessons in the various classes should be as follows :—

*Classes A and B.*—Three hours.

*I*      *II.*—Four

"      *III*      *IV.*—Four and a half hours ; or five hours in the cold season and four hours in the hot.

It will rest with a board to decide whether its schools shall meet in the morning and sit continuously till work is over, or shall meet for shorter periods, both morning and evening, or shall start at different hours according to the season of the year. It is important that the practice should be uniform within the district : but otherwise no fixed rule is necessary. The model arrangement of a working-day constituted as above is as follows, the main interval being lengthened by the board as may seem advisable, and the other intervals being so timed as to allow Muhammadan pupils leisure for their compulsory prayers. Local conditions may, however, render some deviations from this desirable :—

	<i>In school.</i>	<i>Interval.</i>
<i>Classes A and B—</i>		
	45 minutes.	10 minutes.
	45      "	40      "
	45      "	10      "
	45      "	—
<i>Classes I and II—</i>		
	40 minutes.	10 minutes.
	40      "	10      "
	40      "	40      "
	40      "	10      "
	40      "	10      "
	40      "	—

Classes III and IV—	<i>In school.</i>	<i>Interval.</i>
	45 minutes.	10 minutes.
	45 "	10 "
	45 "	40 "
	45 "	10 "
	45 "	10 "
	45 "	—

Home tasks should not be necessary at all if sufficient concentration during school-hours is enforced by the teachers, and sufficient individual attention bestowed by them on the scholars. By far the preferable course, as the Committee on Primary Education observes, is to encourage boys to read at home for their own amusement, and to make free use of school libraries. Boards should arrange that lending libraries, stocked with suitable books, are attached to every full primary school, and inspecting officers must be careful to examine those libraries on their rounds and to eliminate undesirable literature.

5. *School holidays and vacations.*—In this matter it is advisable to leave considerable latitude to district boards. The broad principles that Sir James Meston desires to see observed in rural schools are—

- (a) that there should not be less than 215 full working days in the calendar year;
- (b) that a vacation of not less than 14 or more than 21 days should be given at each of the two main harvests; or, in the alternative, that a vacation be given for the month of June, with a few days' break at each harvest;
- (c) that one day a week, viz. Sunday, should be observed as a close holiday;
- (d) that a holiday be given on the King-Emperor's birthday as officially fixed for India.

Subject to these fundamental points and the observance of the religious festivals which are gazetted as holidays under the Negotiable Instruments Act all further details will be left to the boards: for example the holidays to be given after examinations, the dates and durations of these harvest vacations, etc. Each board should revise the list of departmental holidays given in paragraph 222 of the Educational Code, 1910, so as to suit the conditions of its district, and with due regard to the principles enunciated at (a) and (b) above. In the course of this revision it may be found possible to curtail slightly the number of Hindu holidays, and to enlarge slightly that of Muhammadan holidays.

6. *Teaching of hygiene.*—His Honour has no hesitation in accepting the view of Colonel Young and his colleagues

that for hygiene, as a separate subject, room cannot possibly be made in the primary curriculum ; though there can be no objection, subject to what has been said in resolution III, to simple lessons on cleanliness, etc., being introduced into the primers. The real desideratum, however, is to instil the principles of true hygiene into teachers at the normal schools and training classes, and to impress them with the duty of passing on what they know to their pupils by the channel of daily precept, admonition, and example. As Colonel Young's Committee most truly say :—

“The provision of hygienic surroundings in schools is of the highest importance in the teaching of the elements of hygiene. It is of little use to teach dogmatically the advantages of clean and wholesome surroundings where such are not provided. The impressions of childhood are deep and lasting, and it is necessary therefore that they should be in all respects sound. Neatness, tidiness, cleanliness, freshness of atmosphere, punctuality, and orderliness in school, leave impressions on scholars which are likely to have lasting effects in their after-life. The hygienic conditions of the schools should, therefore in all cases, be of a vastly higher standard than those to which the scholar is accustomed in his own home. Teachers also must show to their pupils that they practice what they preach, and that they themselves are tidy and clean in their person and their clothing, punctual and orderly in their work, and of good moral character. They should in their own lives carry out the precepts of hygiene which they themselves have been taught.”

It is impossible to improve on these observations : and it is only in this way that children can be stimulated to some interest in matters to which unfortunately their home-life too often makes them callous and indifferent.

7. *Personal hygiene of pupils.*—In the absence of hostels, which will very rarely indeed be attached to boards primary schools, there is comparatively little that can be done by rules in the matter of personal hygiene. Colonel Young's Committee, in section VII of their report, have dealt with a number of points regarding the prohibition of smoking and other evils. It is unnecessary to enumerate these points, which may be more fittingly dealt with in departmental orders ; but except in regard to the question of married students, concerning which no orders are possible, and the provision of swimming-baths, which in the case of primary schools would be neither politic nor financially possible. His Honour entirely concurs in the views of the Committee. For the rest, the inspecting staff

must urge upon all teachers the duty of encouraging their pupils in habits of personal cleanliness, and of persuading their parents to withdraw them from school in the event of their suffering from infectious illness. The Local Government has had for some time under consideration the institution of a service of district sanitary officers, and should it succeed in establishing such a service, the regular medical examination of primary school children recommended by the Committee will be arranged for. In the meantime, the head master of every full primary school should be entrusted with the discretion of closing his school, or any branch of it, if an outbreak of serious epidemic disease occurs. He should also, unless specially debarred by the board, have authority to exclude from school any boy whom he considers to be suffering from leprosy, ophthalmia, open tuberculosis, small-pox or other zymotic disease. All action which he takes in these matters should be promptly reported by him to the deputy inspector, and to the school committee, if there is one.

#### RESOLUTION no. VI.—AIDED AND INDIGENOUS SCHOOLS.

1. From some of the press comments on the report of the Committee on Primary Education, and on the recent educational policy of the Government, it would appear that in certain quarters the idea prevails that the Government is adverse to private enterprise in education, and wishes to bring all varieties of primary teaching under direct and rigid control. Nothing could be further from the truth. The Government cannot divest itself of its ultimate responsibility for ensuring that only true and sound instruction is given to the young; but neither can it possibly undertake the whole work through itself or through local bodies. It therefore welcomes all whole-hearted allies in the campaign against ignorance and for the spread of truth. But on this point some plain speaking is necessary. The Government does not desire the assistance of persons or associations who are prepared to go with it just so far as and no further than suits some private or sectarian purpose. In the second place, in this as in other spheres of Governmental policy, consistency is desirable. The Government cannot, when it comes to deal with private schools, throw over the principle, to which it has given its adherence in the case of its own schools, that teaching which does not bring a boy up to, or put him in the way of reaching the full primary standard is, as a rule, useless and wasteful. It endows the boy with nothing that he remembers, or that develops his intelligence or helps him in his daily toil. There can, therefore, be no justification for assisting such teaching in a private school, while refusing to pay for it in a board school. And,

thirdly, it is necessary again to emphasize the fact that the Government cannot pay for religious teaching as such ; it puts no obstacles in its way ; but the proper expenditure of public funds does not extend beyond secular instructions. Subject to these three cautions, the Government cordially accepts the principle of aiding schools of a primary character which—

- (a) serve some purpose that would not equally well be served by a board school ; or
- (b) provide education which the limits of the board's resources do not allow it to finance fully.

As the Committee have clearly shown, in this matter the rules give boards no guiding principles. The rigid attendance grants which they prescribe are in many ways unsuitable ; incidentally, it may be noted, similar difficulties attend the capitation grant, suggested by the two Muhammadan committees. In place of the present rules Mr. Justice Piggott's Committee laid down certain lines of policy, and with these His Honour is in general accord, though there are a few minor points in their recommendations that do not seem to him advisable. That policy may be conveniently considered under the two heads of (1) ordinary private schools, and (2) special schools, which correspond roughly with the terms "aided" and "indigenous" schools. The latter class has several obvious sub-divisions.

2. *Ordinary private schools.*—From this class must be excluded what is for brevity styled the "venture" school. A "venture" school, though not admitting of any very precise definition, in general takes the form of a school started by a teacher as a speculation, or by some individual or family who has children to be taught, and employs a master on nominal pay with liberty to eke out his income by taking other pupils. The resources of a school of this type are almost always restricted to the fees, and whatever grants-in-aid the local board can be cajoled to pay. The Committee thought that there might still be a place for these schools in a few advanced districts ; but the better course, in His Honour's opinion, will be to eliminate them altogether from the educational system : the State cannot afford to risk its limited resources on experiments which are intrinsically unstable ; and schools which exist for the sake not of instruction but of gain, can serve no useful purpose in the scheme of national education. There may be found, it is true, an occasional private school belonging to a single person, who is a thoroughly competent teacher and makes the school his career ; but the case must be very exceptional and can be dealt with under a special provision to which reference will be made later. For the purposes of this

resolution therefore the ordinary private school may be treated as a school started for secular education and guaranteed by a responsible group or committee, such as the representatives of a particular creed or religious organization, or the *panchayat* of a caste or of a town area, or a co-operative society, etc. These schools may be opened for a variety of reasons—insufficiency of accommodation in boards' schools, provision for special castes or families who do not wish to attend the regular public schools, a desire to teach subjects which are outside the ordinary curriculum, or the like. Be their origin however what it may, they can all without unfairness be dealt with on the same lines. The qualifications for a grant-in-aid in all cases will accordingly be—

- (a) that the school has a definite local basis and is controlled by a manager or committee of management approved by the board and capable of guaranteeing a reasonable scale of expenditure;
- (b) that, in the case of a full primary school, it teaches the regular curriculum, subject to any minor modification which the board, with the concurrence of the divisional inspector, may approve;
- (c) that, in the case of a preparatory school, it is affiliated to one of the board's existing primary schools, and passes a reasonable proportion of its pupils into the latter. (This condition will, of course, be withdrawn if the management arrange to raise the school itself to the full primary status);
- (d) that the average attendance and the scale of fees be such as the board approve in each case;
- (e) that the number and the qualifications of the teacher do not fall short of the minimum required in the case of the board's own schools;
- (f) that suitable accommodation, books, and equipment be provided to the satisfaction of the inspecting officer;
- (g) that current accounts and prescribed registers be kept up;
- (h) that the accounts and registers, and the school itself, be open to inspection under the orders of the board or of the Director of Public Instruction;
- (i) that the Director of Public Instruction's inter-school rules be observed; and
- (j) that only secular subjects are taught during school-hours.

The main precautions underlying these conditions are that the school should meet a stable local demand, that the teaching should be efficient, and that the school should not become simply a cheaper rival of the board's own schools. From these points of view, the board should see to it, under condition (b), that the ordinary curriculum is not varied without good and sufficient cause. The essential is that it should provide at least

as good an elementary knowledge of the "three R's" as the public school course ; whence it follows that the teaching of English should be discouraged save in the most exceptional cases, for it could hardly ever be introduced into children's classes without displacing some integral part of the proper primary course. Similarly, the board should make sure, under condition (d), that skeleton classes are not maintained for the sake of the grant, and that boys whose parents can afford to pay are not drawn away from its own schools by the bait of nominal fees or no fees at all.

If a private school fulfils the above conditions, the board will be at liberty, if it has the funds, to make a grant-in-aid, as advised by the Committee, up to a maximum of one-half of the total salaries of the masters employed, calculated either on the salaries actually paid, or on the salaries which would be paid if the teachers were employed in boards' schools, whichever of the two may be less. The grant should be renewable annually, on the receipt of satisfactory reports by the board's regular inspecting officer. In addition, the board may give an equipment or repair grant as in the present rule, i.e. not exceeding Rs. 50 in any one year for a full primary school or Rs. 30 for a branch or preparatory school.

3. *Maktab*s.—By far the most important and numerous of the special schools which form the second category for consideration in this resolution are the *maktab*s. The Aligarh Committee, with whom, on practical grounds, His Honour is obliged to agree, consider that the *Qoran* schools, which give a purely theological training, need find no place in the system of elementary education. But it is wholly different with *maktab*s, which though based on religious teaching and often neglectful of arithmetic, grammar, and geography, yet combine a certain amount of secular with their religious instruction. By tradition and ancient usage they have a special claim to veneration in all Islamic countries, and considerable numbers of Muhammadans still regard them as the only true gateway to general education. As Mr. Karamat Husain's Committee explain, they are wanted for two reasons ; on the one hand for the sake of the religious and moral instruction which they give ; on the other, for the provision of primary education to those who do not go to board schools either through want of accommodation or from the absence of religious teaching. This is practically the view which was accepted by the Education Committee of 1882-83, when they recommended that for the wider utility of *maktab*s, they should be liberally encouraged to add purely secular subjects to their curriculum. Whatever encouragement was given in response to this advice, seems to have been

singularly ineffective ; and the marked decay of *maktabs*, with the characteristic form of culture which they instilled, was a subject for lamentation in the last quinquennial report on education. Doubts have been expressed whether it is possible to revive their usefulness by a conscious effort at reversion to an antiquated type : but the orthodox Muhammadan community clearly attaches more than a sentimental importance to a fresh endeavour to vitalize the *maktab* and to give it a recognized place in the primary system. The Committee has lent its support to this claim ; and Sir James Meston feels that it demands the full sympathy of the Government. In accord then with the broad lines indicated by the two Muhammadan committees, the following is the policy which His Honour has decided to pursue in this matter :—

- (a) A provincial *maktab* committee of Muhammadan gentlemen, not exceeding 11 in number, will be appointed by the Director of Public Instruction. It will comprise both maulvis and laymen, and representatives of both the Shiah and the Sunni communities. The president of the committee will be a Muhammadan inspector of schools, or other officer of tried educational experience to be nominated by the Director of Public Instruction.
- (b) The provincial committee will be a consultative body, whose opinion will be obtained by the Educational department on any substantial change in the curriculum or methods of management ; and who will be expected to advise the department and the Government on any matter affecting the interests or promoting the extension of primary education for Muhammadans.
- (c) A *maktab* text-book committee will be formed, consisting of nine persons ; four to be nominated by the provincial *maktab* committee, and the others (including the chairman) by the Director of Public Instruction.
- (d) In each district a district *maktab* committee will be formed. The district board may nominate five Muhammadan gentlemen for the purpose, or may arrange to have them elected by the Muhammadan voters on the board's electoral roll. The Collector will nominate a Muhammadan official as chairman, and may add any other officials to the Committee if so desired by the non-official members.
- (e) The duty of the district *maktab* committee will be to make a census of existing *maktabs* and bring them to the notice of the district board and inspecting officers ; to encourage the establishment and proper equipment of *maktabs* ; to arrange for the selection and training of maulvis ; and to advise the district board on any matters affecting *maktab* education.
- (f) The text-book committee referred to in (e) above will select or prepare a series of readers, for the approval of the Director of Public Instruction for use in *maktabs*. They should be so arranged as to lead up to the Urdu course of the vernacular

middle schools, and the lessons should be so framed as to give offence neither to Shias nor to Sunnis.

- (g) If a *maktab* desires a grant-in-aid, it must teach a definite secular curriculum to be prescribed by the Director of Public Instruction in consultation with the provincial *maktab* committee. The curriculum should include the "three R's" in Urdu, with some elementary geography and Persian in the higher classes.
- (h) If a *maktab* teaching the prescribed curriculum is vouched by the special inspecting agency (which will be described later) to be working efficiently, the district board may make it a grant-in-aid not exceeding three-fourths of the salaries of its secular teachers. If the same masters teach both religious and secular subjects, the cost of the latter may be calculated roughly in proportion to the time occupied in teaching them. The district board may also make to the funds of a *maktab* a grant of such amount as they consider suitable for every boy whom it passes into class III or IV of one of the board's own primary schools, after not less than two years' instruction at the *maktab*.
- (i) If a definite demand for it is apparent, the Government will establish a special normal school for the secular training of teachers for *maktabas*. The conditions of entrance, stipends and curriculum will be settled, when the time comes, in consultation with the provincial *maktab* committee.

It is the earnest hope of Sir James Meston that the arrangements thus outlined will enable a definite step to be taken in rehabilitating, on a thoroughly useful basis, a form of instruction which enjoys the confidence and the affection of a large number of the Muhammadan community.

4. *Pathshalas*.—The word *pathshala* is a generic expression for a wide variety of academic types, varying in status from a high school to a hedge school, but it is only the elementary type of *pathshala* with which the present resolution is concerned. This ancient form of Hindu institution, though commonly regarded as the counterpart of the Muhammadan *maktab*, has comparatively little in common with it. The religious teaching has more of a literary than a dogmatic character, and it does not play so large a part in the *pathshala* as Islamic theology does in the *maktab*. In place of it, more time is given to special subjects, sometimes of a commercial tendency, such as book-keeping and *mahajani* correspondence. The instruction is in Hindi, and a little Sanskrit is usually taught; there is no pretence to follow the curriculum of the ordinary board school. In the case of *pathshalas* of this normal type, there is no need for either central or district organization. All that is necessary is that boards should have a discretion to make grants-in-aid to *pathshalas* where genuine instruction in the Hindu religion is part of the programme, on the same

general lines as in the case of *maktabs*. The readers, however, should be those prescribed for the ordinary primary board schools ; and the standard in arithmetic, though the method of teaching may be different, should be at least as high as in the board school curriculum. The grants will be subject to annual certificates of reasonable efficiency from the ordinary inspecting staff. It must again be understood that these orders refer to *pathshalas* of a purely elementary type, and not to schools of Sanskritic learning, for which special provisions as to inspections and assistance will shortly be promulgated.

5. *Schools for depressed classes*.—Provision has already been made for the establishment of a board school, on application and on certain conditions for boys of any caste or trade which cannot without special difficulty be accommodated in the ordinary public school. It need not however be anticipated that much use will be made of these facilities, in the case of "untouchables," who are not yet accustomed to combining for such a purpose. Education for these classes appears more likely, for some time to come, to be the care of philanthropic or missionary agencies. Government, however, should assuredly take its part in the work ; and accordingly in future private schools started for members of the depressed classes and teaching the regular primary curriculum will be qualified for grants-in-aid from the boards, on a certificate of efficiency from the regular inspecting staff. The amount of the grant will be subject to the same limits as in the case of *maktabs* ; except that there will be no system of grants for boys passed into a board's primary school. If after an existence of three years a school fails to give instruction above the standard of class II, the annual grant should cease.

6. *General*.—There remain for consideration a few matters of a miscellaneous nature :—

(a) In all cases of grants based on the salaries of the masters employed in an aided school, the inspecting officer should always record his opinion whether the staff is, or is not, more than is required for the efficient teaching of the school. If the staff is excessive, the grant should be reduced.

(b) A point on which the Committee touched is the encouragement of training classes attached to selected aided schools. The selection will have to be made with special care, but His Honour sees no objection to the principle, provided thoroughly competent instructors are appointed.

(c) The Committee have also referred to certain classes of schools which are not covered by the preceding orders, but which may in exceptional circumstances have claims to

moderate assistance from public funds. On this subject it is not advisable to lay down any definite rules. The simpler course is to prescribe that each board should have an allotment of Rs. 500 in its annual budget for petty grants to schools which do not strictly come within the rules. Such a category might include the purely proprietary school, kept by a private individual with no guarantee behind him, but with an established clientele; the school which makes a speciality of some subject outside the ordinary curriculum; and the school which combines some form of industrial training with elementary teaching. If the latter is primarily a technical school, its claim for a grant will lie against provincial revenues: but if it teaches some simple handiwork as well as the "three R's" the district board might occasionally help it. In all these cases, the only test should be whether the school is making a real contribution towards the spread of primary education. A school which, as in a case that recently came to the Lieutenant-Governor's notice, professes to teach a combination of Sanskrit and carpentry, is clearly ineligible for any form of encouragement from public funds. But other experiments of more genuine value will occasionally be found and may reasonably be encouraged.

#### RESOLUTION NO. VII.—GIRLS' PRIMARY SCHOOLS.

1. In no branch of education is this province more backward than in the education of girls; and the inherent difficulties of the subject have sensibly oppressed both the Local Government and the various committees which have from time to time been convened to advise upon it. The problem of extending female education is also confused by the largely artificial nature of the discussions upon it. The appearance of a popular demand is created by the theoretical enthusiasm of many speakers and writers who support the education of women as an abstract proposition, but whose influence for promoting it within their own circles seems to be negligible. Individual workers and groups of workers have shown the most admirable earnestness in isolated localities; and there exists in consequence a small number of excellent schools as the result of their labours. But in the greater part of the field the forces hostile to advance remain dominant. These forces have been described with much truth by the Committee presided over by Mr. Justice Karamat Husain in a passage which, though written primarily about Muhammadans, is in a great measure true of Hindus as well:—

"Some of the causes which are operating to retard progress of education among Muslim girls may be summarized as follows:—

- (1) Prejudices and apathy of the masses.

- (2) No expectation of pecuniary gain in educating girls as there is in educating boys.
- (3) Long-standing Indian custom to disregard the education of women.
- (4) Strict regard for *pardah* and fear of its ultimate collapse.
- (5) Poverty.
- (6) Paucity of qualified lady teachers.
- (7) Above all, the unsuitability and uselessness of the subjects taught in girls' schools"

Although it is the clear duty of Government to remove some of these obstacles, others can yield to nothing but radical change in the social habits and susceptibilities of the people; and their enumeration in this frank and authoritative manner lends striking support to what Sir James Meston has always regarded as the only possible policy of Government.

That policy was briefly outlined in a sentence of the resolution of the 7th May, 1913: "It is advisable that Government, while not shrinking from its responsibilities in promoting female education, and not hesitating to take the initiative in areas where development would be otherwise indefinitely postponed, should follow and aid private enterprise rather than embark on delicate experiments with the risk of running counter to prejudices, the extent and strength of which it is difficult to gauge."

This course has been represented in some quarters, but with little justice, as a policy of *laissez-faire*. In order to explain what it really means, and what the Government is prepared to do with the co-operation of the local bodies, it will be convenient in the discussion of the subject to follow the same order as has been adopted for boys' education in the preceding resolutions, leaving provisions of a special nature to be dealt with in the closing sections.

2. *Constitution and location of schools.*—Under this head the first point for determination is the division of responsibility for the initiative in female education as between Government and the boards. In the past, there has been some uncertainty in the matter; and proposals are frequently received for girls' schools, either aided or under the control of a district or municipal board, to be taken over by the provincial Government as a preliminary to their improvement and development. In some cases the cost of the school has outrun the finances of its managers, but it offers a suitable opportunity for the training and practising of teachers. In other cases the school has languished under its private or local management, and the proposed transfer is merely an easy way of getting rid of it. It would be clearly unsound to treat all

such proposals in the same way ; and it is time to lay down some definite line of discrimination for the future. At first sight, it would appear a natural analogy that the responsibility for inaugurating and aiding female education, should be on the same footing as in the case of boys' schools ; and that therefore the duty of primary instruction should rest wholly on the boards. The position, however, is somewhat different, both historically and in practice. The expansion of female education is especially tentative and difficult ; girls' primary schools are often started in the hope of developing them into secondary ; the primary stage with girls is in some ways comparable with the secondary stage for boys ; moreover, it is a matter of much importance that Government should set a standard without any complications of dual control ; and for all these reasons it seems advisable that a certain number of female primary schools should continue, as at present, under provincial management. The ordinary procedure will therefore be to have one model girls' school at the headquarters of every district, and in time to have a training class attached to it. These schools will be under provincial control, and the mistresses will be pensionable and on a graded scale of pay. If the attendance justifies, a school may be split into one for Hindu and one for Muhammadan girls ; but apart from this natural bifurcation, there will not, save in a few exceptional districts, be more than one model school in each district. For the rest, the duty of fostering and multiplying girls' primary schools will devolve on the boards, partly through direct control and partly through the agency of grants-in-aid.

The position then in future will be this. The Government will, for the present at least, retain ordinarily one exemplar school in each district, for the purpose of setting the standard and even more for the all-important object of keeping control over the supply of efficient teachers. The further development of female education will have to be carried out by the boards themselves with their own resources, supplemented by such assistance, for specific purposes and on defined conditions, as the provincial Government may be able to afford. The ordinary business of the board will be to help and encourage private institutions which provide efficient primary teaching, where such institutions exist or can be induced to start. Where they cannot be called into being or where they are inadequate to the local demand, the board must lead the way and open schools of its own. The guide to the location of the boards' schools will have to be largely the expressed wishes of the people themselves, and the limit to their numbers will have

to be the boards' resources. It may be accepted as a general principle that if, in any town or village, a committee or group of parents come forward to provide temporary accommodation and guarantee an attendance of at least 20 girls, the board should equip the school and appoint a qualified mistress. If the school becomes an established success, a permanent building for it may be subsequently erected; but in ordinary course the desirability of the guarantee should be tested for at least three years. The provision of funds, both for this purpose and for the liberal aiding of private schools, will be a matter for subsequent determination between the Local Government and the boards.

In its general institution, the girls' school will be very similar to the boys' school. For convenience sake, the arrangement of classes will be the same, though the curriculum, as will be noted hereafter, will be different; and the "primary unit" should be the ideal aimed at in every case. By this, however, no more is intended than that, where a girls school exists, whether model or aided, it ought to be worked up to the full primary standard, and any preparatory female schools in the neighbourhood should be treated as feeders or branches of it. The process must necessarily be slower than in the case of boys' schools; and a lower primary school should not be closed till every effort has been made to add to it classes III or IV, within a reasonable period, or to develop it into an effective feeder of a school containing such classes. But an education which stops at the lower primary course is as valueless for girls as for boys; and nothing is to be gained by the retention of schools which, after full trial, have proved to be incapable of development. Such schools should ultimately be closed, or the grant-in-aid withdrawn from them, and the resources of the board devoted to the development of schools more favourably situated. Concentration rather than diffusion of effort may often be the better service to the cause of female education.

As in the case of boys' schools, an adequate teaching staff is indispensable. There should be one mistress for roughly every 25 girls; and no single mistress should ordinarily be required to teach more than two classes. Small scholarships also should be awarded, on as liberal a scale as the board can afford, and as is now done in model schools, to bright girls of narrow circumstances; the present tale of awards being increased; and a number of new scholarships (of the value of Rs. 3 in classes I and II, and Rs. 4 in classes III and IV) being founded for girls or widows who declare their intention

of taking up teaching as a career, but who would otherwise be unable to afford the necessary schooling.

3. *Provision and pay of teachers.*—From the purely educational point of view the supply of trained and reliable mistresses has always been the greatest of the difficulties that have confronted the administration. Towards its solution neither Mr. Justice Piggott's Committee nor any of its previous advisers has been able to lend the Government much assistance ; and reliance must therefore continue to be placed on the existing sources of supply and endeavour made to render them more attractive than at present. Apart from the instruction given in certain mission institutions, girls' schools are dependent for trained teachers ~~alm~~ <sup>at</sup> entirely (1) on the Lucknow normal school for teachers who have passed the middle examination, and (2) on several training classes attached to the Government's model schools for teachers whose education has ceased at the primary stage. The Committee dwell on the necessity for more normal schools, and the need for these may be at once accepted. Arrangements will shortly be made for starting a second at Bareilly, and a third will be opened at some other convenient centre as soon as the Education department is in a position to staff it efficiently. A stipend of Rs. 8 per mensem should be allowed to each woman under training, on condition that she binds herself, after passing the prescribed examination, to work as instructress of a training class or mistress of any recognized primary school for a period of three years. The number of training classes will also, as advised by the Committee, be increased as soon as qualified instructresses are available. Stipends of Rs. 6 per mensem should be given to women under training, on condition of undertaking a three-years' engagement in a recognized primary school ; and adequate boarding accommodation and supervision must be provided. His Honour is also in entire accord with the Committee that every encouragement should be given to aided schools to start training classes of their own on equivalent terms. If the instructress is certified by the circle inspectress to be thoroughly competent, and if at least five girls who have passed the primary examination are collected and trained with the declared intention of becoming teachers, the board should make a grant of half the cost of the salary of the instructress and the stipends of the students.

There are no other stable sources of supply which it is possible to encourage. It cannot be expected that any appreciable number of teachers for primary schools will be obtained from Anglo-Indian institutions. A few very competent ladies

from outside the province are now working in certain schools : but their number also can never be large. Superannuated male teachers may in places be available as a last resort ; but it is useless to overlook the general dislike that is felt to employing them save in very exceptional circumstances. The suggestion put forward by the Hon'ble Pandit Moti Lal for the establishment of homes for Hindu widows has much to commend it, and might well be taken up by private philanthropy if the homes can be located in the immediate neighbourhood of good practising schools. The present training classes are freely open to widows as well as to all other respectable women who are desirous of being trained, and it would be inadvisable to label any of them as for widows only. If, however, private charity will provide a house with proper *pardah* arrangements in connection with a good primary school, whether model, board's or aided, the Government will be prepared to take its share in the experiment ; it will supply an instructress, who will also act as superintendent of the home, and it will meet the recurring costs. If any corresponding institution can be devised for Muhammadan ladies at a centre like Lucknow, Aligarh or Jaunpur, the Local Government will be glad to assist it in a similar manner, provided the students can be supplied with adequate practising material.

4. The pay of female teachers at present is erratic owing to the difficulty of supply, the variety of local conditions, and other causes. On the whole the scale is not inadequate ; and it is certainly more liberal than the terms offered to male teachers of corresponding qualifications. In the case of model schools, however, it requires to be systematized. The essential points are that the pay should be (a) reasonably elastic, (b) on an incremental basis, and (c) graded with reference to qualifications rather than duties. The last is, it may be hoped, a transitory feature, but it is necessary at present and it has the advantage of stimulating candidates to take a proper course in training. On this understanding the following scale, which is practically what the sub-committee recommend, is regarded by His Honour as a suitable standard :—

*Qualifications of mistress.* *Pay.*

			Minimum.	Maximum.
			Rs.	Rs.
Anglo-Vernacular middle-passed	...		30	40
Ditto ditto and trained			35	50
Vernacular final-passed	...		20	30
Ditto and trained	...		25	45
Primary-passed	...		12	20
Ditto and trained	...		15	25
Uncertificated	...		10	15

A few special posts will have to be created gradually for head mistresses of the larger schools where special qualifications are required. The salaries for these may run up to Rs. 150 according to the individual needs of the school. Personal allowances may also be given, at the discretion of the Chief Inspectress, to teachers who have reached the maximum permissible on their qualifications, but deserve further advancement on their personal merits and experience.

For boards' and aided schools the same standards of pay should be worked up to as resources admit. For the head mistress of a school to which a training class is attached, a special allowance for the supervision of the latter may be given on a liberal scale in case of marked capacity. In ordinary cases the initial pay of each teacher would be fixed according to her capability and experience; but the amount should not usually be more than half-way between the admissible maximum and minimum, and it should be arranged to rise to the maximum by periodical instalments. Higher rates will of course be needed for women with higher qualifications; and these scales need not apply to the teachers of the primary sections in middle or high school.

5. *Curriculum*.—Criticism, as above indicated, has been directed against the " unsuitability and uselessness " of the subjects taught in girls' schools. Sir James Meston has been carefully through the curriculum for 1914-15, and cannot admit that it is open to the charge, so far at least as the primary classes are concerned, of being either unsuitable or useless. The sub-committee have advised, however certain minor improvements, and these, subject to the following remarks, will be incorporated in the curriculum for future years. Briefly put, the changes to be introduced will consist in (1) the prescription of a single set of improved readers, which will be prepared with the assistance of a special textbook committee to be appointed by the Director of Public Instruction; (2) simplification of the curriculum in arithmetic up to class IV; (3) addition of cookery as an optional subject in all the primary classes; and (4) the substitution of some simple form of interesting game as an alternative to calisthenics. (As mentioned later, the teaching of hygiene should be deferred until the middle section.) His Honour also accepts the proposal for the establishment of a lending library in each full primary school, and the compilation of a simple reader for home use, which will contain, in the words of the sub-committee, " stories from history or folk-lore, including stories from Hindu or Muhammadan sacred books, with some descriptive lessons in geography, on the manners and customs

of other countries, and so forth." With these slight alterations, the course will be as useful, suitable, and interesting as it can be made. As the teaching is from the outset in distinctive Urdu and Hindi, no controversy regarding the language to be taught is involved. This of course implies that in mixed schools there must be teachers able to teach both sets of readers with facility. The provision for religious instruction, if any, should be subject to the conditions that the regular teachers are not compelled to take part in it ; that attendance, as it is not compulsory on a girl except at the request of her parent or guardian ; that the teaching is given outside school-hours ; and that it is so conducted as not to cause offence or inconvenience to the rest of the scholars or to the neighbours.

6. *Education for special classes.*—This question is not expected to present much difficulty in the case of girls. Although mixed schools should be encouraged as far as possible, a separate school for Muhammadans may always be opened where the numbers justify it. Half-time schools will be unnecessary : and any special arrangements for depressed classes will usually be in the form of private schools qualifying for grants-in-aid.

7. *School-buildings.*—In the case of new schools for girls, even more so than for boys, the first stage will have to be a patient trial and proof of the reality of the demand. Model buildings for girls' schools will be expensive ; and neither Government nor the boards can afford to sink capital in them until the durability of the school has been demonstrated. In its earlier years, therefore, a new school should be housed in a hired or borrowed building wherever available ; and the provision of such accommodation is one of the most practical ways in which private gentlemen who are interested in the progress of female education can help the movement. When time has shown that the school meets a genuine need, the board can then build its own school-house. A standard plan for a girls' primary school has recently been prepared but it has still to be exposed to the test of experience, and its cost will, it is to be feared, be prohibitive in many instances. Experiment according to the needs of various localities may, however, in time evolve a variety of suitable types which can be prescribed when the number of schools largely increases. For the present all such experiments may wisely be guided by the general conditions indicated by the sub-committee. In every properly constructed girls' school the entire building should be surrounded by a *pardah* wall enclosing an open courtyard. There should be quarters for the teachers, with

separate *par-lah* arrangements. If a training class is attached to the school, each student in the class should have a living-room not less than 12' x 15' in size ; and even in a model school without a training class the provision of some accommodation for boarders may frequently be advisable. Within the *pardah* wall, there should be adequate sanitary arrangements, and if possible a wall. Outside the courtyard there should be quarters for a chaukidar and for the school conveyances. To ensure proper regard for *pardah*, if the parents so require, these conveyances should be made an integral part of the school equipment. Light hand-carts or bullock-carts can be used in towns : the ordinary *doli* elsewhere. But there is some tendency to abuse this convenience, which, though often necessary in large towns and Muhammadan centres, may sometimes be a luxury elsewhere ; and a small conveyance fee for its use should be imposed except in cases of genuine poverty.

8. *Hygiene*.—The teaching of hygiene as a regular subject would be premature at the primary stage. It can appropriately be taken up, along with home nursing, in the middle section. For small girls, it will possibly be enough to inculcate cleanliness and daintiness in their cookery classes, and to encourage a pride in the neatness of their personal appearance. So far as personal hygiene goes, the mistress can do much by example and occasional admonition ; and particular stress should be laid on this part of her duties in our normal schools and training classes.

9. *School hours, home work, and holidays*.—The Lieutenant-Governor accepts the view of the sub-committee that the standard for school-work should be three hours a day for classes A and B, and four hours for the other classes. Intervals should be largely at the discretion of the mistress ; but more than two hours' continuous work should be strictly forbidden. Home-work should be restricted to the reader mentioned above, and to small tasks of a practical rather than a literary character, which may help to convince the parents of the usefulness of what their daughters are being taught. For holidays the same rules should apply as in the case of boys' schools.

10. *Aided schools*.—If female education is to advance on the lines which are most likely to secure popular success, it must depend on the agency of aided schools to a greater extent than is the case with the education of boys. It is perhaps desirable to repeat here that this policy is meant in no sense as a disclaimer of the duty of Government, itself or

through its local bodies, to set the standard and, wherever local enterprise is holding back, to take the initiative. But where local effort has been at work, it is clearly better that it should be helped and stimulated than superseded by some governmental scheme. The adoption of the former course secures the co-operation of the parents, allows the school to be worked in reasonable accord with their ideas, and furnishes the most obvious means of bringing educational work into relation with the local needs. While agreeing therefore in the main with the sub-committee, His Honour hardly thinks that the policy of aid outlined by them goes far enough. In his opinion, the position of the district board should be that, where a private school exists on a genuine local basis, it should be given any aid it requires within the limits of the regular rules for grants, and not converted into a board's school merely through a desire for improvement or symmetry. It may be possible, as the Hon'ble Pandit Moti Lal Nehru has pointed out, for a mere venture school to indicate where a previously inarticulate demand exists ; in such a case, the endeavour should be made to find a local individual or group who will stand sponsor for the school and guarantee a reasonable minimum of expenditure. If this endeavour fails, the only conclusion must be that there is no true demand for the school, and that the expenditure of money upon it from public funds would not be justified. It must be clearly understood that neither Government nor district boards can be made responsible for the whole cost of primary education for girls. It is exceedingly expensive as compared with that of boys ; and the demand for it is liable to greater and more whimsical fluctuations than the more solidly-based demand for male education. It follows that expenditure upon it must be more cautious and tentative, and that a larger measure of private co-operation and guarantee must be insisted upon. No undertaking can therefore be given to take over every school which the waning enthusiasm of its promoters or their successors has left derelict ; and applications to assume control of schools which have been started by private effort and are now in financial straits should be most carefully scrutinized.

11. The amount of the grant-in-aid which a board is by rule permitted to sanction is small, and the conditions attached to it are unduly restrictive. The Lieutenant-Governor accepts on this point the advice of the sub-committee in paragraph 10 of its report, and the rules in the District Board Manual will be amended accordingly. This will enable a board in future to make a grant up to Rs. 15 per mensem to any private girls' primary school which is certified by the

regular inspecting staff to be working efficiently, and a further grant up to Rs. 10 per mensem for each additional teacher in excess of one who is employed and certified by the inspectress to be necessary. If a girls' school is established for religious teaching combined with secular subjects, the grant-in-aid may take the form prescribed in rules for boys' *maktabas*, on the understanding that the secular education follows generally the course of the curriculum for the ordinary primary classes. All grants-in-aid must be subject to the general stipulation that the amount paid to any one school shall not exceed half the total income of the school from all sources.

12. *Visiting governesses.*—This experiment is the subject of somewhat conflicting opinions ; but Sir James Meston's information is all against the chance of developing it on useful lines. To be at all efficient, a governess engaged on this class of work should be a woman of high qualifications, who would expect adequate pay and could not devote herself to more than a very limited number of pupils. If the pupils cannot afford to pay, an unjustifiable burden is thrown on the general taxpayer for the benefit of the few. If they are sufficiently well-off to meet a substantial fee, their parents should make their own arrangements and not saddle the Government or the boards with the trouble and correspondence which the experiment has in practice been found to entail. His Honour agrees with the late Rai Ganga Prasad Varma Bahadur that the system is wrong if it is meant as a luxury for the comparatively well-to-do. On the other hand, if it is reserved for the indigent, he fears that it must be condemned as all but unworkable and as unpardonably expensive. It is a matter for regret that the experiment has not answered the hope in which it was conceived : but the Lieutenant-Governor feels no alternative but to pronounce definitely against its continuance.

13. *Co-education.*—Past experiments in co-education have yielded somewhat chequered results, and opinion in the committee was divided as to the extent to which this method should be employed. The simplest and undoubtedly the most popular course would be to forbid the admission of girls into boys' schools altogether. In present conditions, however, it would be unwise to curtail any of the existing facilities for the education of girls ; and His Honour therefore agrees, though with some reluctance, to the proposal, which had the support of the bulk of the committee, that where there is no separate female school, girls may be allowed to read in a boys' school up to the age of 10. In schools for depressed classes the age may

be raised to 12. Similarly, small boys may be permitted to attend a girls' school up to the age of eight. Co-education, however, must not be stimulated by any system of capitation grants, or by any departmental pressure on the masters of boys' schools to enrol girl pupils: and its results must be watched carefully. Wherever there is any suspicion of scandal, it should be stopped immediately.

**RESOLUTION no. VIII.—CONTROL AND INSPECTION.**

1. In the forgoing resolutions an attempt has been made to outline the general policy of Government in the matter of primary education. It now remains to consider by what agencies this policy is to be carried out and developed. Three such agencies are clearly marked: the Education department, the local boards, and the parents, representing in their different degrees the influence of control, administration, and advice, respectively. The efficiency of the system of primary education will depend on the enthusiasm and the harmonious co-operation of these three agencies. The functions of the Local Government, working through the Education department, are those of general control: to see that the system is based on sound lines, to improve it with experience, to ensure the enlightened and impartial administration of the schools, to fulfil its responsibility to the tax-payer that the best possible results are being obtained for the expenditure, and to satisfy itself on all those points by adequate inspection. The functions of district and municipal boards are to administer and finance the great majority of the public primary schools in their respective areas, excluding the few model girls' schools under direct provincial control; to open fresh schools wherever an effective demand is disclosed; to encourage and, so far as funds permit, to aid private enterprise; and to work in accordance with the general directions of the Education department, and with due regard to the advice of its inspectorate. The functions of the parents (a term which may include all who are interested in education) are to spread local enthusiasm; to combine for the support of the school in which they are personally interested, and the assistance of its teacher; and to help the board and the inspectorate with their advice in local matters. If they accept those duties, it is clearly their right in return to be given a larger voice in the management of their schools than is now the case.

2. For its work of general control, it is essential that the Education department should be strengthened. The rapid growth of the school-leaving examination, and the continued expansion of Anglo-Vernacular education, have added, and

will continue to add, largely to the work of the inspector. His time tends in consequence to be absorbed more and more completely by secondary education, and *pari passu* his connection with, and responsibility for, vernacular education tends to be steadily reduced. This is not a state of affairs which can be contemplated with equanimity. There ought ultimately to be an extra inspector in each of the more important divisions, whose appointment will enable much greater attention to be devoted to vernacular and especially primary education and to training of teachers for it. As the staff of inspectors increases and the quality of the district staff improves, the assistant inspectors will be absorbed; the necessity of maintaining this grade of officers to relieve the inspector of the work of detailed inspection of vernacular schools will cease. The abolition of assistant inspectors will necessitate raising the status and pay of the deputy inspectors, whose work moreover will gradually grow in amount and responsibility, while their present scale of remuneration is inadequate to attract the first class men required. As regards sub-deputy inspectors the Lieutenant-Governor accepts the suggestion supported by Mr. Justice Piggott's Committee, that the number should be gradually raised so as to allow one on an average for each tahsil. Much will depend on the density of the schools: one sub-deputy may in some places manage two tahsils, while in others two or even more officers will be required in a single tahsil; but for administrative purposes the tahsil should be kept as the unit. It will probably be necessary also to improve the pay and grading of this class of officers. In large cities it is hoped that it may be possible to appoint a special sub-deputy inspector to supervise municipal primary schools and advise the boards. For the promotion of female education, both primary and other, the appointment of an assistant to the Chief Inspectress is clearly necessary. The duties which at present devolve on the Chief Inspectress are already more than sufficient to absorb all her energies; the developments already outlined will add largely to them; whilst should she require leave, there is no one in the department with the requisite administrative training to take her place. The status of circle inspectresses, especially in their relations with the deputy inspectors, the boards, and the district staff, are unsatisfactory; and the Lieutenant-Governor accepts the recommendations of Mr. Justice Piggott's sub-committee that their pay should be raised as thoroughly qualified women are obtained, and that their number should be increased from seven to nine in the near future. It may also be found desirable to attach special instructresses to some, or in time to all, of the circles.

or to specific areas, whose duty it will particularly be to watch and assist in the recruitment and training of teachers. The rates of travelling allowance for several grades of the inspecting staff will have to be improved; and there may be other minor points in which reform is called for. The scheme however, although it will be pushed on without avoidable delay, is one which is not wholly within the sanctioning power of the Local Government, and funds for its complete execution will not be immediately available. It is therefore unnecessary at this stage to do more than indicate in general outline its main features, in order to assure the public that its importance is not overlooked.

3. The exceptional measures for the extension of Muhammadan education will require, over and above the strengthening of the ordinary inspecting staff and the gradual infusion into it of a stronger Muhammadan element, corresponding additions to the machinery of inspection. The following are the special provisions which the Lieutenant-Governor has decided to introduce for the encouragement of Muhammadan education :—

- (a) An additional inspector will be appointed to assist and advise on the various measures now being concerted for the extension of Muhammadan education, both primary and other. He should be a Musalman gentleman of culture, and by preference a trained teacher. His duties will include membership of the provincial *maktab* committee, of the *maktab* textbook committee, and of the committees for preparing the new Urdu supplementary reader for boys' schools and for revising the Urdu course in girls' schools. He will also assist in organizing Muhammadan effort throughout the province for the establishment of Islamia schools and for qualifying private schools for grants-in-aid. For this purpose he should get into touch with existing organizations for the promotion of Muhammadan education of which at least one has recently started in the United Provinces, and should secure their co-operation with the endeavours in the same direction of the Government. The special inspector will, it need hardly be said, act under the orders of the Director of Public Instruction who will determine his relations with the ordinary inspectorate. The appointment will at first be temporary and provisional; its confirmation will depend upon the value of its results.
- (b) In each inspector's division a Muhammadan deputy inspector of tried capacity, or officer of roughly corresponding status, will be placed on special duty to undertake for the districts of the division the same duties of visiting and advising on Muhammadan schools (including *maktab*) and stimulating local effort as the extra inspector will endeavour to carry out for the province. This officer will be under the orders of the

divisional inspector, who will pass on his reports to the special Muhammadan inspector, and will freely consult the latter in all matters of importance arising out of the deputy inspector's special work. Here also the posts will be at the outset, temporary and provisional; their permanence being determined by their success or otherwise. The Lieutenant-Governor has not overlooked the objections which Mr. Justice Piggott's committee took to the appointment of special officers for the inspection of *maktabs*; but the present scheme is less limited in its scope, and seems essential if the advance of Muhammadan education in rural areas is to be closely watched and encouraged.

4. The position of district boards in relation to primary schools has altered, as Mr. Justice Piggott's committee observed, since the inspecting staff, which was formerly under their control, has been brought directly under the Education department. There are many authorities who fear that the change will sap the interest of boards in this all-important branch of their duties. The assumption, they urge, on which the change proceeded, viz., that a sharp line can be drawn between inspection and administration, is not sustainable; and there must inevitably be disadvantages in the dual control which results in practice. The new system, however, has not yet had two years of trial, and it is identical in principle with that in force in other provinces. The administrative aspect may be simplified by the appointment of full-time paid secretaries, who will shortly be engaged by all boards who can afford to pay for them. The deputy inspector will have authority over the clerks from the district board's office who are placed under his orders; he will, as now, have ready access to the chairman, and his correspondence with the Education department, otherwise than on matters of routine, will, as advised by the committee, pass through the chairman. The anticipated difficulties will thus be, as far as possible, eliminated; and it is hoped that the boards will be able, unhampered by any mechanical difficulties, to press forward towards the development of primary education with all the resources they can spare from the other services which they administer. If funds allowed, His Honour would be glad to see the boards provided with district supervisors, both male and female, of their own, for the purpose of regulating the internal economy of the schools, and advising on staff, buildings, scholarships, etc. The departmental inspectorate would then be left to set the standards and test the efficiency of the work. The necessity, however, for extending education is so great as to forbid rigorously any avoidable expenditure on the machinery of control; and the new system

must be given a full and patient trial before money can be spent on further elaboration.

5. The funds which the new contracts will place at the disposal of boards for the furtherance of primary education will be considerable. But the demands upon them will be great, and the utmost economy will be essential. It should be possible for the boards, through the agency of the tahsil boards and by the individual attention of members within the neighbourhood of their own homes or estates, to assist materially in this direction. Sir James Meston has no belief in district education committees either for boys' schools or for girls' schools; and has noted with interest the corroboration of Mr. Justice Piggott's committee on this point, in regard to, girls' schools. The only exception for which he would provide is the attempt, by special central committees, to encourage the usefulness of the *maktabs* in a district. It may, however, be possible, if a board so desire, for the Government to nominate to its membership a gentleman with a special knowledge of, and zeal for, education. Considerable powers of inspection and advice, in due consultation with the deputy inspector, might be delegated to such a member, who would also be in a position to assist the tahsil boards in the detailed work of school administration, which must be largely left to them. In respect of girls' schools, a possible means of stimulating keenness and co-ordinating private effort is the employment of an official who may, till a better name is found, be called a district visitor. The Lieutenant-Governor has frequently met gentlemen especially among the ranks of retired government officials—subordinate judges and deputy collectors—who have a genuine interest in female education, who understand its difficulties, and whose views and counsel would carry much weight with their communities. His Honour has little doubt that, in many districts, a gentleman of this type would be found who, in return for his travelling expenses and possibly a small honorarium, would be willing to move about among likely centres, and induce parents to combine for the establishment of schools for girls. He could point to results, advise against dangers, and keep alive the enthusiasm which, in the earlier days of a hesitating movement, is easier to arouse than to maintain. The boards will be asked to consider this suggestion among their other measures for stimulating female education.

6. Although the system of central education committees has to be condemned, the committee method is essentially suitable for bringing the influence of parents to bear on the management of schools. In aided schools, it goes without

aying that the initial control must be undertaken by some individual or group, as a condition of the grants-in-aid. But even for board's schools it is well to have an advisory committee of parents wherever it can possibly be organized. Mr. Fremantle has suggested, with much justice, that the service of co-operative associations should be sought and utilized in this manner ; and the idea deserves to be carefully worked out. The *panchayats* of town areas can also be employed in the same way ; and where a sound organization for any administrative work already exists, its services as an advisory committee for any board's school in its area may often be enlisted with advantage. Otherwise an effort should be made to call committees into being *ad hoc*, the different classes who appear likely to be interested in a school being invited to elect representatives to serve on the committee. The Lieutenant-Governor trusts that district officers and commissioners will see to it that this matter is treated seriously. It may be true that school committees have not been a success in the past : and there may well be some natural scepticism about their usefulness in the future. But there is little doubt that part of the failures in the primary education system has been due to the comparative unimportance that is often attached to the views and wishes of the parents ; and it must now be the definite endeavour of all concerned to work, so far as they reasonably can, with and through the parents for the improvement and extension of the schools. The school committee is the only mechanism by which this object can be secured. It will commit blunders and be ineffective at first : but, as Mr. Fremantle says in appendix H to the report of Mr. Justice Piggott's Committee, it will have to be trained in its functions : and it will have to be given a pride in its work by receiving some little consideration and deference, from the board and the inspecting staff. The proper employment of the committee cannot be described better than in the following passage from a monograph by Mr. H. Sharp, C.I.E., which narrates the actual practice in the Central Provinces :—

The duties of the committees are—

- (1) to visit the school collectively at least once a month, recording their proceedings in a book, and individually at least once a week. Meetings are fairly regular and offer a useful opportunity for disposing of miscellaneous business. Individual visits, intended to ensure that masters are doing their work properly and that registers are not cooked, are very irregular (often less in number than the meetings) and very ineffective, because many of the members are illiterate and sometimes uninterested ;
- (2) to secure regularity of attendance, enforce discipline, assess fees in accordance with the fee rules and check and sign the

expenditure of fee receipts. The success attained as regards attendance and discipline depends on the committee's attitude towards education, which may be one of enthusiasm, toleration or hostility. The checking of fees is almost invariably well discharged, their assessment generally so but with a bias towards leniency and (but this is the exception) favouritism towards children of its own members;

- (3) to report irregularities, want of accommodation, etc., to the local boards. In practice these duties are more effectively performed by the deputy inspectors;
- (4) to grant casual leave not exceeding three days to schoolmasters, the fact being reported to the deputy inspector. The construction and repair of buildings might well be added as a fifth function, though ~~no~~ recognized part of the committee's work. The personnel (and with it the value) of these committees varies immensely; one will comprise native gentlemen of wealth, position, title, and education; another (in more backward parts) will consist of unlettered yokels who can barely sign the fee register. On the whole, they performed their work well; but they require to be looked after by inspecting officers.

The members of school committees should be encouraged by the district staff, asked to attend departmental inspections, invited to prize-givings and any other school functions, and made in general to feel that their co-operation is desired and appreciated.

7. Throughout these orders attention has been devoted mainly to education in rural areas, and hence to the administrative agency of the district boards. But the Government has an equally vivid interest in the improvement of primary education in the large towns and in the efficient management of it by municipal boards. It is unnecessary, however, to lay down what is expected of municipal bodies; their duties and functions are precisely parallel, *mutatis mutandis*, to those of district boards. Their zeal and vigilance will, it is hoped, be at least equally strong, for it seems unfortunately true that in these provinces primary education is less efficient in municipal areas than it is in rural areas. As a stimulus to the removal of this reproach, the Government distributed a recurring grant of Rs. 80,000 a year among municipal boards last year; and it is prepared to make further contributions of the same aggregate amount towards the carrying out in towns of the policy outlined in the preceding resolutions. In the largest cities where as many as forty or fifty primary schools are now controlled are aided by a single board, it seems very advisable to have a special superintendent of schools, who can relieve the board of the innumerable petty details of management. This officer would be entirely under the control of the

board ; and if a competent man is appointed, it is hoped that the board would be prepared to delegate considerable authority to him. It is essential that he should be an officer with practical experience as an educationalist and, by preference, with a working knowledge of primary schools. The boards might find it convenient for this purpose to take men on deputation from the Education department, though the Government has no desire to insist on this if men of experience can be obtained otherwise. Adequate salaries, rising probably to Rs. 150 per mensem, will have to be paid to secure men of the proper stamp ; but if the proposal approves itself to boards, the Government would probably be willing to help them with the cost. It is earnestly hoped that, by this and other means, the standard of primary education in municipal areas will rapidly be raised, and the same fervour shown for its extension as in the rural districts.

8. There remains one other agency for assisting in the wisely balanced development of our system of primary education, viz. a Provincial Board of Education, which His Honour considers it desirable to constitute as an advisory body, for the assistance of the Local Government and the department of Education in matters of general principle which are not within the purview of the University. There are few departments of Government in which the expert is not the better of the occasional counsel of the layman ; and both the dominant importance of the subject and the widespread growth of keen interest in it make the department of Public Instruction that branch of Governmental business which should be particularly accessible to the informed criticism of the layman and to the play of enlightened public opinion. There are already in existence several committees which deal with special phases of the educational system, such as the school-leaving certificate, the selection of text-books, etc. There is also the wide sphere of influence over higher education which pertains to the Allahabad University. There are finally, the private bodies which manage and which will, it is hoped in an increasing measure, help to supervise individual schools. The functions of a provincial board may thus appear to be limited in various directions : and it is incontestable that care will be necessary to prevent them from overlapping the duties of the earlier organizations. For this purpose, it will be necessary, at the outset, that the board should be content to deal with questions which are referred to it by the Director of Public Instruction who will be the president of the board, either on his own initiative or by the desire of Government. As experience is gained, the sphere of the board's consultative functions will

no doubt expand. Once the principle of a central consultative body is accepted, the development of functions will follow ; and there is reason to hope that the board will soon win for itself a definite place in our educational polity, and earn the confidence both of the Government and of the public. The membership of the board, so far as non-officials go, will be made as representative of different interests as possible, and will be announced later after the gentlemen whom it is proposed to nominate have been sounded as to their willingness to serve. The essential point in the constitution of the board is that the great bulk of the members should be persons who, either as professional, educationalists or otherwise, have such an acquaintance with educational problems as to render them qualified to express opinions of value.

#### RESOLUTION No. IX—FINANCE AND GENERAL.

1. In the foregoing orders a number of points of detail, which were discussed by Mr. Justice Piggott's Committee, have advisedly been omitted, as relating to matters which will in most cases come under consideration in the course of the revision which the new scheme will involve in the Educational Code and the District Board Manual. Among those topics will be the important subject of scholarships, to which there are some scattered allusions in the resolutions, but which will be systematized in the rules to be subsequently promulgated. In these rules provision will be made for the reservation, wherever the attendance and standard of work deserve, of a certain number of scholarships for special Muhammadan schools. In this concluding resolution therefore the discussion will be entirely confined to the question of financing the rapid expansion of primary education which it is hoped to see established.

2. *Fees.*—In certain criticisms which have come to the notice of the Lieutenant-Governor, the omission in the terms of reference to Mr. Justice Piggott's Committee, of proposals regarding compulsory or free education, has been the subject of adverse comment. In view of these criticisms it is desirable to explain that this omission was advisedly made. No such policy could be considered for this province, until it is accepted by the duly constituted authorities for India as a whole ; and it must therefore remain outside the scope of the present scheme. It is however in accord with the Government of India's declared policy that the exemption of deserving pupils from fees should be extended ; and in this direction the Lieutenant-Governor is of opinion that the boards may without objection go somewhat further than Mr. Justice Piggott's

Committee have advised. At present the recognized fee in the primary section of boards' vernacular schools ranges from two to four annas a month, according to the class of the pupil and the locality of the school. This rule will be maintained ; and also the rule that two annas is the maximum monthly fee in purely primary schools : but a supplementary injunction prescribing one-half anna as the ordinary minimum fee is required. Exemption should be freely given to poor children ; no other criterion—merit or caste or position—being admitted except the unquestionable poverty of the parents or guardians. The list of exemptions should be prepared, at such intervals as the board may direct, by the sub-deputy inspectors on the recommendation of the head masters, and the former officer should check the list in consultation, wherever feasible, with the school committees, on the occasion of their inspections. For the present, and as a general principle, the total number of exemptions should not, without special reason, exceed 25 per cent. of the average attendance ; and an equitable ratio of exemptions should be reserved for impecunious Muhammadans in ordinary schools. In the new primary Islamia schools the boards may raise the limit of exemptions up to one-half of the average attendance ; though it should be reduced to the ordinary 25 per cent. as the schools establish themselves in popularity. No fees should be levied in night schools, half-time schools or, for the present, in schools for depressed classes ; and the Government will make no rule about fees in *maktabas*. In primary schools for girls there is apparently, in the opinion of those who know best, no prospect of any appreciable income from fees. That this should be so is a somewhat disheartening comment on the value placed upon female education ; but the fact must be accepted. In the Government's own model school an effort will be made to impose an elastic scale of fees, with liberal exemptions. But in boards' schools, especially those in rural areas, no standard of fees can at present be prescribed ; though the boards will of course be at liberty to impose fees in any school which they think is ready for this measure. It may be hoped that, as the value of girls' education comes home to the people, it will be possible to impose moderate fees, with exemptions only for poverty, and thus to assist in the heavy expenditure which this branch of their work will cast upon the boards.

3. *Expenditure.*—In consonance with the request of Government when convening it, Mr. Justice Piggott's Committee gave an estimate, in the appendix prepared by the Secretary, Mr. Elliott, of the number of schools necessary to bring 800,000 boys (or, say, an actual average attendance of 700,000)

under primary education, and of the number of teachers required and their cost according to the scales of pay advised by the committee. The estimate was clearly one of a comparatively distant ideal. It is not the work of a day or a year either to increase the present (1912-13) school boy attendance of under 400,000 by 75 per cent. or to procure an army of trained teachers eligible for the committee's rates of pay. Moreover, it is within the power neither of the boards themselves nor of the Government to furnish at present the very large sum which the estimate involves. When the report came before Government, therefore, it was necessary to approach the subject from the point of view of what the public revenues can supply at once, rather than what the scheme will ultimately demand. The problem, as thus stated, was worked out in the course of revising the district board's contracts, and the results are briefly as follows.

4. The Local Government will make itself responsible for finding either from the imperial grants for education or from its own resources the whole cost of increasing the staff of inspection and control, and improving its pay ; this will cover the new scale of salaries, travelling allowances and incidental expenses of inspectors, deputy and sub-deputy inspectors. Provincial revenues will also meet the whole cost of three new normal schools and of all additional training classes maintained at boards' schools. They will also, as soon as satisfactory schemes are matured, distribute a second grant of Rs. 80,000 per annum among municipalities for primary male schools and their proper supervision. The duty of the district boards will be to finance all their own primary schools and to provide grants-in-aid and scholarships in general accordance with the principles which these resolutions have enunciated. For this purpose they will have at command under the new contracts, which the generosity of the Government of India relieving them of the charges for rural police will now enable to be introduced, a sum of roughly 11 lakhs in excess of what they budgetted in 1913-14 for primary boys' schools, or altogether 29.81 lakhs. This will provide—

3.48 lakhs for grants to aided schools and for scholarships ;  
 24.03 " salaries ;  
 2.30 " contingencies.

The allotments for grants-in-aid and scholarships, though there has been a re-distribution as between districts, tally in the aggregate with the sum now devoted to these purposes in the province. It has been impossible to attempt any forecast of the actual requirements under the new policy ; but any inadequacy in the contractual provision is expected to be made

good from the increased fee income and from additional income secured or savings effected by the boards in other directions. The provision for contingencies is at the uniform rate of Rs. 60 for each primary unit, and is meant to include the cost of petty repairs.

5. The allotment of 24·03 lakhs for salaries requires some detailed explanation. In Mr. Elliott's note the committee established the ideal of one "primary unit" as an average requirement in every 25 square miles of populated rural area. This average figure, as explained in the note, was corrected for individual districts with reference to their density of population, and the forwardness or backwardness of their present educational standards ; and the number of schools which each board should aim at maintaining was thus determined. Since then, two further corrections have been made. The Kumaun division, for which the committee had inadequate data, has been added to the tables ; and the number of "primary units" has been recalculated in the light of the relative strength in each district of those castes among whom the ratio of literacy is pronouncedly high. It was thus estimated that, in order to give proper teaching to from 700,000 to 800,000 boys, the province will, when the time comes, require 3,842 "primary units," with the same number of head masters and 21,037 assistant teachers. The cost of this, when every teacher is duly certificated and properly paid, will be 38½ lakhs. At present however, as has been explained above, the boards cannot afford more than about 24 lakhs. Now, this sum will meet the full average cost (at the new rates of pay), as well as a provident fund donation of half an anna per rupee of salary, of 14,917 teachers, or more than 6,000 below the establishment which it is ultimately hoped to attain to. This diminished total, nevertheless, will provide a head master and two assistant teachers for each of the 3,842 "primary units," as well as 3,391 extra teachers for distribution among those units according to their size and the number of preparatory schools attached to them. This, however is still an estimate for the future, and not for the immediate present. The number of teachers now in employment is not much in excess of 12,000, on average emoluments of under Rs. 10 per mensem ; and there are three reasons therefore why the full 24 lakhs cannot be spent on salaries at once :—

- (a) a large body of additional teachers cannot be engaged until the existing schools have been reorganized and increased ;
- (b) the new scales of pay cannot be effective until a much larger proportion of the teachers are trained and certified—a process which many of the present men will never be able to undergo ; and

(c) even when the new scales are fully introduced, it will be several years before the average cost is reached, as the pay will be incremental.

6. In these circumstances, the Government have had to consider very carefully the utilization of such portion of 24 lakhs as cannot be immediately employed on the precise lines of the approved scheme. It has decided on this point to take a certain risk, and to advise the boards on the assumption that general revenues, whether imperial, provincial or local, will be able to supplement the boards' resources materially in the near future. They will accordingly be asked to raise their permissible cadre at once to the following extent :—

	Rs.
4,000 head masters on approximately	... 14 each.
10,500 assistants on approximately .	... 10 "
4,000 untrained assistants on approximately ...	8 "

This will allow of sufficient teaching material for over 550,000 boys, which will be an enormous improvement on the present recorded attendance of under 400,000.

Detailed suggestions regarding the carrying out of this programme will be formulated in separate letters to the boards ; and every effort should be made during the ensuing cold weather to raise the school population by the necessary number. The full tale of scholars will not be secured immediately ; and there will, in the current year at least, be substantial savings on the 24 lakhs provision. These, together with the large unexpended sums available from last year, should be carefully reserved for non-recurring outlay on the building and equipping of new schools.

7. In the course of this series of resolutions it has been necessary to touch on the subject of vernacular middle schools, as it is on them that local bodies are largely dependent for the supply of primary teachers. The boards will, it is hoped, be provided with 2½ lakhs from the imperial grants for the establishment of boarding-houses for middle schools ; but it is not anticipated that they will require special assistance in the matter of the proper staffing and equipment of the schools. Separate instructions, however, regarding this section of the educational programme will shortly issue. The only other additional burden of any moment which will fall upon the boards, so far as can be foreseen, will be a larger volume of stipends required in the future for students at normal schools and training classes. The aggregate sum payable on this account will tend to decline after a few years ; and it is not likely to be more than most boards can meet from the savings which must accrue for some time on their various recurring grants.

8. The expansion of girls' primary education will, at the outset, be almost wholly a charge upon the Government. The staffing and maintenance of the model schools, the establishing and upkeep of the new normal schools, and the extra charges for control and supervision; will all be met from provincial revenues. From the same source, 1 lakh of rupees will be provided for initial expenditure, and Rs. 50,000 a year (for five years provisionally, at the outset) for recurring expenditure; these sums being distributed among boards for the financing of duly matured schemes. With this assistance from general revenues, it is anticipated that the boards will be able to make a substantial advance; and the future development of the movement will determine the extent of the permanent provision which will ultimately be assigned for it.

9. Conclusion.—Thus ends the outline of the scheme which has been accepted by the Local Government, in the earnest hope that it will bear fruit in a large and beneficial extension of primary education in these provinces. For the elaboration of the scheme it is indebted, as has already been acknowledged, to the judicious labours of Mr. Justice Piggott and his colleagues; and the modifications made in their proposals have been the result of its anxiety to set the Local Government and the boards the clearest and most practical standards for their concerted action. In order to make the scheme a success, to improve it from time to time at the bidding of experience, and so to remove the reproach of our backwardness in this respect among the other provinces of India, Sir James Meston relies confidently upon the whole-hearted co-operation of the boards and the sympathetic interest and generosity of all who value the welfare of the rising generation.

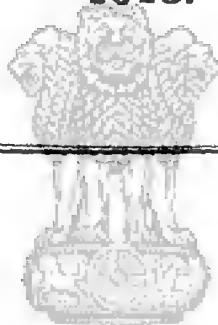
ORDER.—Ordered that copies of the above resolutions be forwarded to the Director of Public Instruction and to the chairmen of district and municipal boards, United Provinces, for information and necessary action.

Ordered also that the above resolutions be published in the *United Provinces Government Gazette*.

By order of the Hon'ble the Lieut.-Govr., United Provinces,  
 S. P. O'DONNELL,  
*Secy. to Govt., United Provinces.*

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**REPORT  
OF THE  
PIGGOTT COMMITTEE  
ON  
PRIMARY EDUCATION,  
UNITED PROVINCES,  
1913.**



नवशासन



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*Dated September 22, 1913.*

No. 1599/XV.—The following report of the Committee on Primary Education is printed for general information :—

[Copies of the report are available for sale at the Government Press.]

#### **REPORT OF THE COMMITTEE ON PRIMARY EDUCATION.**

1. The Committee on Primary Education appointed under G. O. no. 625/XV of May 7, 1913, met at Naini Tal on June 4, 1913. Our sittings during that month were interrupted from time to time owing to the fact that some of our members were also employed on other committees or sub-committees which were working simultaneously; but we continued our investigations and discussions up to June 28, 1913, when it was found convenient for various reasons to adjourn for something over a month. During this interval certain rough notes for the draft report were prepared by the chairman and circulated amongst the members. These dealt provisionally with a number of questions covering a considerable part of our field of enquiry, and their consideration in this form enabled us to expedite our proceedings considerably when we met again at Naini Tal on August 11, 1913. From that date the Committee met regularly to August 18, 1913, when we brought our discussions to a close, after recording resolutions which appeared to us to cover the entire field of enquiry. We then adjourned for a few days while the draft report was being put into shape and circulated amongst the members as each portion of it was ready. The Committee met again on August 22 and 23 when the draft report was considered and passed.

2. In arriving at our conclusions we have drawn upon a mass of materials so extensive that it would serve no good purpose to attempt to set it forth in detail. The voluminous literature on the subject already in existence when this Committee first met had been studied beforehand by the chairman, who laid the results of his investigations before the Committee in a series of memoranda dealing with the different branches of the subject. The reports and resolutions, both of the Local Government and of the Government of India, affecting the various branches of the subject were also circulated amongst the members of the Committee for their private study. In this connection we may refer more particularly to the important papers embodying the results of the enquiry instituted by the Local Government into the so-called "set-back" to primary education in these provinces in the years 1908 to 1910, and also to the proceedings of the Committee on Rural Education appointed under G. O. no. 396/XV—116, dated May 7, 1910. Other portions of this report will show how freely we have availed ourselves of the results of the labours of that Committee and how largely we have benefited by inheriting the results of those labours. We held two important conferences, each extending over several days, with selected chairmen of district boards, and with inspectors of schools who were present in Naini Tal. We are also indebted to two Commissioners of divisions, who attended our meetings and laid before us the result of their experience. We had the advantage of personally examining Dr. Zia-ud-din, Officiating Principal of the Muhammadan Anglo-Oriental College, Aligarh, and Mr. Sheik-Abdullah, Trustee of the Aligarh College and Secretary of the

Aligarh Girls' school, to whom we are much indebted for having found time to assist us by giving us the benefit of their learning and experience. To Mr. Ratan Chand, Secretary, District Board, Meerut, and Mr. Fasih-ud-din, Khan Bahadur, we are indebted not only for their evidence, but for valuable notes dealing with various portions of the subject. We received also a very considerable number of petitions, notes and memoranda, dealing with various branches of the extensive subject under enquiry, from public bodies and private individuals. We may refer especially to a note by the Hon'ble Mr. Ledgard on the industrial schools at Cawnpore, to a memorial on behalf of the Hindi Sahitya Sammelan of Allahabad, to another memorial which reached us from Dehra Dun on behalf of members of the depressed classes of those provinces, and, finally, to an important memorial which reached us on the eve of our reassembling, in the shape of a note of the proceedings of the Committee of Muhammadans of the United Provinces which met at Aligarh on the 13th to 18th July, 1913, along with the All-India Muhammadan Educational Teachers' Conference. The attention of the Local Government had been specially directed to the needs of Muhammadan education by the Government of India's letter no. 585—595, dated the 3rd April, 1913, and one of the reasons for our adjournment between the 28th of June and 11th of August 1913 was that we might afford an opportunity for the submission of this memorial. This we may hereafter speak of as the memorial of the Aligarh Conference. We may at once assure those responsible for the same that it has received our fullest and most detailed consideration, and that we are deeply sensible of our obligations to them for having laid before us in so clear and complete a form the needs and wishes of the community they represent. Other gentlemen, both officials and non-officials, who assisted us with their evidence or with written statements of their views, but who do not find themselves referred to in detail in this place, may rest assured that we are none the less sensible of our obligations to them and that their representations have been duly considered. Without expanding this paragraph beyond reasonable limits we cannot refer in further detail to the assistance we have received, or to the materials upon which our conclusions have been based. This much may perhaps be added that the members of the Committee themselves, with the exception of their chairman, having presumably been selected by the Local Government, in part at any rate, on the ground of their previous acquaintance with the various branches of the subject, we have felt no hesitation in the course of our discussions in drawing freely on results of such previous experience as we severally possessed.

3. Our task was very clearly defined by the Government resolution constituting the Committee. We have had this in mind throughout, as well as the terms of the Government of India's resolution no. 301—C.D. of February 21, 1913, to which our attention was drawn in paragraph 5 of the resolution of our own Government. Our functions being essentially advisory, a mere statement of certain conclusions arrived at by us, more particularly if arrived at by a majority only, would not have sufficed to put the Local Government in a position fully to judge of the value of any advice we had to offer. Moreover, in so large a Committee, dealing with such a variety of questions, unanimity on every possible point was not to be expected. A series of minority reports representing the views of varying sections of the Committee on every point, or even on every point of serious importance on which we failed to arrive at any unanimous conclusion, was a thing to be deprecated in any case, even if conceivably possible. These considerations

serve to account for the form of the present report. Our object is to lay before Government as clear a view as possible of the discussions which took place in the Committee and of the various currents and shades of opinion to which these discussions gave rise.

4. It will no doubt be convenient for us to formulate our conclusions, so far as may be, on the lines suggested by the Government resolution constituting this Committee, following, that is to say, the divisions of the subject therein laid down. Before however we could proceed to any such ordered survey of the extensive field of our enquiries we found it necessary to come to an agreement upon certain broad questions, the determination of which seemed likely to affect the entire subsequent course of our deliberations. The first of these questions related to the standard for the vernacular final examination and the length of the course of study to be regarded as necessary for the average pupil preparing himself for the same. The necessity for stiffening the vernacular final examination was suggested in the Government resolution appointing this Committee, as at least an alternative plan deserving consideration for improving the qualifications of the teachers in vernacular schools generally. We found in the evidence laid before us by those competent to form an opinion on the point a very general feeling that the existing teachers as a rule are deficient in general education and are especially weak on the language side. It was stated before us that their deficiencies in this respect often causes them to be compared unfavourably by the parents, whose children we desired to attract to our schools, with the old *pandits* or *maulvis* to whom they used to look for the education of their children before there existed any supply of teachers regularly trained in our Normal schools or training classes. Apart even from the question of the teachers there was a feeling in the Committee as a whole that a certain stiffening of the vernacular final examination, especially on the language side, was a desirable thing in the interests of education generally. The object in view is to put the average student who has passed this examination in a better position than he is at present to appreciate and enjoy the existing vernacular literature of his country. We may set it down therefore as the first conclusion arrived at by this Committee, and arrived at unanimously, that the standard of the vernacular final examination requires to be somewhat raised, more especially on the language side.

5. In this connection we had to consider a further point which was strongly impressed upon us by the evidence of the expert witnesses whom we examined, and as to which the members of the Committee themselves are in full agreement. We find that in the existing curriculum there is too wide a gap between the standard of education supposed to be reached by a pupil who has passed through the upper primary course and the standard required of a pupil on entering the lowest class of a middle vernacular school, that is to say, between the standards of education in classes IV and V according to the present arrangement. We find that this gap is principally to be observed in the style and language of the readers, and we are of opinion that the average pupil who has passed the "Reading" and "Writing" course in class IV is inadequately prepared to enter upon the "Language" course in class V. We are told by those qualified to form an opinion on the point that the average student, on entering class V after the completion of his studies in the existing upper primary sections, finds the language of the text-books which he is expected to study so far beyond him that he has to set himself very largely to the

task of acquiring a new vocabulary and is in danger of sliding into the wholly undesirable and pernicious habit of learning his new language textbooks unintelligently by rote. As to the existence of this difficulty and the necessity for taking some steps to obviate it the Committee was unanimous.

6. It being thus settled that the standard of the vernacular final examination requires to be somewhat raised, and that there is a gap which needs to be filled between the existing standards of education in class IV and class V, the next question was whether these objects could be attained otherwise than by the addition of one year to the ordinary course of study for the vernacular final examination or, at any rate by the insertion of an additional class, calculated to engage the average student for a period of one year, somewhere between the commencement of the existing upper primary course and the examination aforesaid. As regards the necessity for this additional class the Committee was practically unanimous, though not quite. It was in the course of the discussions on this point that one member of the Committee (Mr. C. A. C. Streatfeild, I.C.S.) laid before us at length those views regarding the efficiency of the existing course of education and the composition of an ideal Primary school which he has developed in his own words in the memorandum which we affix to this report as appendix F. Mr. Streatfeild's views are undoubtedly worthy of consideration, and it is clear that he has himself succeeded in certain parts of the province in putting them to the test of practical application with satisfactory results. The Committee has not been able to go to the whole length with Mr. Streatfeild, or to accept his ideas as applicable without material qualifications to the conditions of the province as a whole; nevertheless we were by no means unimpressed with the value of his suggestions and it will be seen that they have had no little influence on the conclusions arrived at by us upon some points of importance. So far as regards the matter now under consideration, it is sufficient to say that Mr. Streatfeild is disposed to look on the difficulties we have been discussing as due substantially to nothing more than inefficient teaching, and as capable of being removed by improvement in the general standard of teaching, effected principally by means of his ideal of providing a single teacher for every class right up from preparatory class A to the highest class of boys studying for the vernacular final examination. He deprecates very strongly the addition of a year of study of the course as tending to make education in the Middle schools less popular than it should be, and more particularly as discouraging those pupils who may intend to avail themselves of the "Special classes" in order to pass on to an English education after the completion of the vernacular final course. In Mr. Streatfeild's opinion then, it ought to be found possible to teach, not only up to the standard of the existing vernacular final examination, but even up to a standard somewhat higher than this, within the period presupposed by the existing arrangement of classes; and the difficulties under consideration ought to be met by a stiffening of the curriculum, more especially on the language side at some appropriate point or points in the classes as they exist at present. The rest of the Committee, while not denying the force of Mr. Streatfeild's arguments, were not prepared to admit the practicability of his suggestion as regards the average pupil, and were not disposed to consider the interests of the small minority of students who use the vernacular final examination as a stepping-stone to a further education in the English language, as of sufficient importance to outweigh considerations based on the interests of

vernacular education as a whole. The necessity for the insertion of an additional class, involving for the average pupil an additional year of study, was therefore affirmed by the Committee as a whole, Mr. Streatfeild dissentiente.

7. There was however a very clear and definite difference of opinion in the Committee as to the point at which this additional class should be inserted. The point is of great importance in itself and in its bearing upon a variety of other practical questions, so that it is necessary to put it at once in the clearest possible light. The broad question involved is suggested in the use of the words "lower primary" and "upper primary" in the existing curriculum and arrangement of classes. It may be stated in this way: Is it possible to break up a scheme of primary education into two distinct parts, to be called respectively "lower" and "upper primary," and so to arrange those parts that the lower primary standard may mark a distinct stage in the education of the pupil, so calculated that a boy who leaves school without going beyond that stage may be regarded as having attained to some sort of irreducible minimum of education? There seems to us a clear consensus of opinion (in which we note that the memorial of the Aligarh Conference also concurs) that this cannot be said of the lower primary stage of education as it stands in the existing curriculum. It seems to us that the division into lower and upper primary as it stands at present is purely artificial and that those expressions as now used imply nothing more than a convenient method of grouping together classes I and II as against classes III and IV. In the words of the Government resolution constituting this Committee, "there is a volume of evidence that the child who finishes his schooling at the (existing) lower primary stage has acquired little that is useful to him and is very unlikely to remember what he has been taught." We were invited to consider whether the above statement is a correct representation of the facts and our general conclusion is that it is so. Where the Committee divided was as to the possibility or desirability of devising a lower primary curriculum of which it might be said that a child who finished his schooling at this stage would have acquired some tangible minimum of education likely to be retained by him through life. One of the suggestions laid before us, and adopted by a minority of the Committee, was that we should endeavour to accomplish this object by adding the existing class III to the lower primary stage, and that we should then proceed to insert the additional class, as to the necessity for which we had come to an agreement, at the top of the upper primary course. According to this proposal, the scheme of education would involve the preparatory classes A and B as they exist at present, a lower primary course consisting of classes I, II and III as at present arranged (of course after such modifications of the existing curriculum as might appear proper) and an upper primary course consisting of classes IV and V, the latter of which would require to be treated as specifically a preparation for the Middle school, intended not only to bridge the gap already referred to between classes IV and V as they at present exist, but to start the intending student upon his middle course with higher attainments than at present and capable of preparing himself after two years in the Middle school for a vernacular final examination of that somewhat higher standard which we have held to be desirable. This scheme requires to be carefully considered in connection with all that it involves and implies. It leaves the Middle school a two-years' course as at present, but to accomplish this proposes a considerable stiffening of the existing primary course, the last year of which would

appear (at any rate to the majority of the Committee) to become more specifically a preparation for higher education rather than a distinct stage at which under existing conditions the great mass of the pupils would be expected to bring their education to a close. The point cannot be fully discussed without some reference to the question of the differentiation in language between the Urdu and Nagri text-books, a point of far-reaching importance which we reserve for full consideration later on. This much however may be said at this stage, that the proposal to add a year to the upper primary course would inevitably involve the raising of the question of such differentiation in the upper primary stage, whereas this does not seem so obviously necessary if the alternative scheme be adopted of adding a year to the course of study in the Middle school. Finally, the scheme under consideration involves, as has already been suggested, the laying down of a "lower primary" standard of education as representing something desirable in itself and complete so far as it goes. The early age, between ten and eleven, at which the boys would under this system leave the lower primary school, in itself suggests that no such standard of education could be obtained under it.

8. The alternative proposal was to leave the existing arrangement of classes up to class IV inclusive as at present, retaining class IV as the limit of the stage of primary education, and to add a class to the Middle schools so that these should consist of classes V, VI and VII, involving a three-years' course of study for the average pupil, leading up, at the end of class VII, to a vernacular final examination of a somewhat higher standard than at present. The two schemes have this in common, that the curriculum for class V must be devised largely with a view to bringing what we have spoken of as the existing gap between the upper primary and lower middle standards of education and sending the pupils who pass through it on to classes VI and VII with a reasonable prospect of qualifying themselves, in the course of two years' further study, for the stiffened vernacular final examination. The difference, of course, lies in the placing of class V at the top of the primary or at the bottom of the middle course. The point is one of very considerable importance from various different points of view; it is perhaps unfortunate that the committee failed to arrive at a unanimous decision concerning it, but it was scarcely to be expected that we should all see eye to eye in such a matter. When after an exhaustive discussion we came to record our final opinions we found that the three members noted in the margin were in favour of the first

Dr. Sundar Lal, Mr. Ganga Prasad Varma and Mr. Ghasi Ram. proposal, viz., that of adding a year to the upper primary course, while the rest of the Committee concurred in preferring the proposal to add one year to the course of study in the Middle schools. This

decision also should be considered subject to all that it implies and involves. In the opinion of the majority of the Committee, the expressions "upper primary" and "lower primary" are practically meaningless if not actually misleading. We do not think it possible at any rate we do not think it desirable to lay down a standard of lower primary education which we may be said in any sense to offer to the parents as a thing complete or adequate in itself. We hold that there should be a scheme of primary education, to be arrived through classes A, B, I, II, III and IV arranged substantially as at present, with such improvements in the curriculum as will be discussed hereafter. We look upon the division between the end of our proposed primary course and the commencement of a further course of study in

Middle schools as marking that stage in the life of a student at which he ordinarily passes from a day school to a boarding school. On the scheme of education as we have conceived it, there will be no special or definite invitation addressed to a pupil who has completed the upper primary course to carry his education further; those who desire it will do so, and that is all. They will find their path upwards made smoother by the fact of their entering at the bottom of the Middle school, a class, the curriculum of which will be better suited to the stage of education hitherto attained by them than we believe class V with its existing curriculum to be. We admit the force of the argument that the addition of a year's study to the curriculum in the Middle schools may to a certain extent act as a deterrent to pupils who might otherwise have desired to carry their studies to a further stage, though we are inclined to think that this deterrent effect will be, in part at any rate, counterbalanced by the advantage already noticed, viz., that the step towards a higher stage of education will be better graduated, and therefore easier, than at present. [At the same time, in view of the fact that we hopefully anticipate as the result of our recommendations as a whole a very large increase in the number of students arriving at the end of a complete and satisfactory course of primary education, it may not prove to be (in the opinion of some of us at any rate) altogether a misfortune, if this large increase is not attended by any proportionate increase in the number of students asking for admission to the Middle schools.] The members who voted in the minority on this question desired to note that they press their proposal substantially for two reasons:—

- (1) That it is easier to keep boys at school for a year longer in the primary schools which they can attend without ceasing to reside at their homes.
- (2) That it will always be possible to carry a large number of boys on to the completion of a stage of education fixed at the end of class III than can be induced to continue their studies to the stage contemplated by the majority of the Committee.

9. We wish to make it perfectly clear what the majority of the Committee consider to be essentially involved in the decision they have come to on this point. In declining to lay down any standard of "lower primary" education we consider that we have virtually pledged ourselves, not only to put adequate opportunities for carrying their education forward to the full limit involved in our conception of a satisfactory course of primary education within the reach of all pupils who enter our schools at all, but also to spare no efforts to make our curriculum so attractive and our methods of teaching it so efficient as to carry the great mass of our pupils forward to the completion of this course. In plain language, what we want to do is, not to swell the figures of boys nominally under education in our schools by attracting increased numbers into the bottom classes, but to work out some effective scheme for carrying forward the majority of pupils through a complete course of primary education, that is to say practically through what is at present described as the upper primary section of our schools. We recommend in fact that the use of the words "lower" and "upper primary" be definitely discontinued, and we propose, as far as possible to discontinue it through the rest of this report. When we speak hereafter of "primary education" we mean an education carried up to the end of the existing class IV. We would not describe as a primary

school" any school which does not teach the full curriculum up to this point ; a school teaching something short of this, that is to say, containing only the existing classes A and B, or these classes combined with classes I and II, we would speak of as a "Preparatory school." We desire to adhere to this terminology through the rest of this report ; so that hereafter when we speak of a "Primary school" we mean what is at present called an "upper primary school."

10 This brings us to a point which we may conveniently take up at once, viz., Mr. Streatfeild's conception of the ideal to be aimed at in the constitution of primary schools and the extent to which that ideal has commended itself to the Committee as a whole. We have stated it to be our object to carry the great bulk of our pupils, if possible, through a complete course of primary education. How far in advance of the existing state of things this ideal is may be gathered from the plain figures showing the number of scholars under instruction for the year ending 31st March, 1912, which we take from provincial table B. In schools under public management there were on that date 44,572 pupils reading in the upper primary classes as against 299,046 in the lower primary. For "aided and unaided schools" the figures are even more striking, being 3,680 in the upper primary as against 132,263 in the lower primary classes. This means that there is a serious wastage somewhere or other, caused by parents withdrawing their pupils from school while they are still in the lower primary stage, and we have reason to believe that a large percentage of this wastage takes place in the lowest classes of all, numbers of little boys being removed from school without having passed beyond classes A and B. How serious a view we are disposed to take of this state of things may be gathered from the opinion we have already expressed regarding the efficiency of an education which does not proceed beyond the existing lower primary stage. It is difficult to contemplate these figures without feeling some suspicion that there must be amongst the great mass of the parents who send their children to our schools an amazing amount of indifference as to whether their children really acquire anything substantial in the way of education from their school attendance. One is inclined to suppose that there must be numbers of parents who send their children to school because they believe that it adds something to their social prestige to do so, or conceive vaguely that it is the proper thing to do, but are either ignorant or careless as to what their boys actually learn. No doubt also it is not an inconvenient thing for parents to get tiresome little boys of six to nine years of age off their hands for a substantial part of the day. But if it is really true that our schools are made use of to any considerable extent with this object alone, it seems to us that something ought to be done to make it quite clear that in covering the country with a network of primary schools we are not setting up an expensive form of *creche* for the benefit of parents who have no real intention of educating their children at all. We have no doubt that the most effective method of combating this evil is to make the teaching in the very lowest classes (A and B) thoroughly efficient and to insist on the teachers of Preparatory schools getting their pupils through those classes as rapidly as possible. As a matter of fact we are clearly of opinion that it is preparatory class A, at present probably the most neglected class in the majority of our schools, which most requires close and individual attention from its teacher. The boys are apt to enter this class at odd periods of the year, some of them utterly ignorant and some perhaps possessing a certain rudimentary acquaintance with the form of the letters of the alphabet.

It is very necessary indeed that teachers should take in hand promptly and individually each child who enters this class and push him forward as rapidly as possible. An average child is supposed to spend six months in each of classes A and B, and we are confident that if adequate attention were paid to these classes it should be possible to get most of the children rapidly through into class I. Once this has been accomplished, there is a chance that we may succeed in impressing the bulk of the parents with the fact that their children are really beginning to acquire something which will be of value to them in after-life, and that it would be doing them a positive injury to remove them from schools at the stage. In dealing with this problem Mr. Streatfeild starts with two propositions, one of which we accept unreservedly, while the other commends itself to all our minds as sound enough, if considered as an ideal to be aimed at, though not as an indispensable condition to be laid down for the working of any and every school. The first principle is that thirty boys should be taken as about the number of pupils which can be satisfactorily handled by a single teacher. The other is that each teacher will be doing the most effective work of which he is capable if he is allowed to give his entire time and attention to a single class and is not distracted by having to pass from one class to another. Subject to the ideal of having one teacher for every class in the school, Mr. Streatfeild would admit that the number of boys in classes A and B might safely be placed as high as forty in each class. Starting from these premises we get an ideal primary school consisting of six classes (A, B, I, II, III and IV), with about thirty to forty boys in each of classes A and B and approximately thirty boys in each of the remaining classes. This ideal implies that a regular primary school teaching the full curriculum of primary education as we conceive it, should consist of close on 200 boys. The ideal may appear somewhat startling in view of the actual figures for upper primary schools in most parts of the province, but Mr. Streatfeild's memorandum shows that it has been found possible to approximate to it in certain districts, and Mr. Streatfeild himself is confident that a great advance in this direction could be made all over the province by the steady and determined pursuit of his ideal of one teacher per class and by special attention being paid to the necessity of getting the smallest children of all through classes A and B as rapidly and with as little wastage as possible. Subject to qualifications presently to be noticed, the Committee is prepared to accept the proposition that the ideal primary school, from the point of view of efficiency, would be a school with thirty to forty boys in each of classes A and B and approximately thirty boys in each of the remaining classes. It must be remembered that these figures represent, in our opinion, about the maximum number in a class or section of a class which could be satisfactorily entrusted to the care of a single teacher. Now it is obvious that this ideal is likely to conflict in practice with another which we have laid down elsewhere, viz., the ideal of having a primary school (that is, a school teaching the full primary curriculum, as distinguished from a preparatory school) within reasonable walking distance of every village. A practical compromise between these two ideals will have to be worked out for each district, with the exception of a few populous and advanced districts in which both ideals appear fully capable of realization together. The terms of the compromise will have to depend on local conditions, the physical character of particular districts, facilities of communication, the actual demand for primary education, and so forth, as well as on the

funds available. One point, however, may be noticed at once, because it serves both to meet a practical objection to the entire scheme and to suggest a working method for its realization. Existing upper primary schools have not ordinarily been designed to accommodate anything like 200 boys, indeed the proposals of our own sub-committee on school buildings are in the direction of providing accommodation for about ninety boys per school. It does not appear, however, by any means necessary to the realization of Mr. Streatfeild's ideal that the whole of his 200 boys should be located under a single roof. Even in a village or small town of such a size as might reasonably be expected to provide 200 pupils for education, it should be found possible to use the school building proper for the education of the three or four highest classes, while accommodating classes A and B (and perhaps also class I) in supplementary hired buildings. In other places, that is to say where a school in any one village is not likely to attract more than 90 or 100 boys, it seems to us that it should still be possible to approximate towards Mr. Streatfeild's ideal by a system of grouping schools round a central school teaching the full curriculum. The ideal to be aimed at would thus be a central primary school with accommodation for 90 to 100 boys and a number of preparatory schools grouped around this, so arranged that each primary school with its auxiliary preparatory schools should represent a total of about 200 boys distributed in accordance with the ideal already laid down. This it may be convenient hereafter to speak of as a "primary unit." The three lowest classes (class A, class B and class I) would then be found in the preparatory schools, and if the ideal were fully worked up to the primary school building itself would be used for the accommodation of classes II, III and IV, with about thirty boys in each class and a single teacher for each. The area of this province, exclusive of the Kumaun division, the circumstances of which are peculiar and will require to be separately considered, is given as about 92,500 square miles. Even this includes a considerable number of sparsely populated areas for which the ideal of a Primary school within walking distance of every village will have for the present to be laid aside as practically impossible and not necessary of attainment. Now the area of a circle, the radius of which is three miles, exceeds 28 square miles; and if we take for the purpose of argument these three miles as representing about the outside limit necessary to the fulfilment of our ideal of having a school teaching the full primary course within walking distance of every village, we may take it roughly that the division of a district into areas of 25 square miles, with a Primary school somewhere about the centre of each such area, would bring us within reasonable distance of the attainment of our ideal. We shall have to work out this question in greater detail later on; but what we desire to point out at present is that, making reasonable allowances and deductions one way or the other, a total number of 4,000 schools teaching the full primary curriculum would seem to be roughly about what we shall require to attain our object. If, moreover, each of these schools with its dependent Preparatory schools could be worked up to Mr. Streatfeild's ideal standard of 200 pupils, it is obvious that we should have 8 lakhs of boys under education in schools under public management alone. This is going beyond the standard of attainment set us by the Government resolution under which we are working. That resolution suggests the addition of 3 to 3½ lakhs of students to the number at present in receipt of primary education.

This was given at 343,618 in boards' schools and 130,071 in aided and unaided schools in the report for the year 1911-12. Our attitude towards aided schools is yet to be defined, but we entertain the hope that the proposals which we are contemplating will result in some ultimate increase in the number of pupils under education in aided schools. If we are right in this supposition it would seem that, in order to attain the standard set before us in the Government resolution, we must contemplate increasing the number of pupils in schools under public management up to a figure which will certainly be short of 7 lakhs and may not greatly exceed 600,000 boys. It is possible, therefore, for us to contemplate with equanimity a considerable falling short in practice from our ideal of 4,000 schools teaching the full primary curriculum, with 200 pupils in each of the said schools and the preparatory schools affiliated to the same. We can reach a total of 6 to 6½ lakhs of pupils under instruction in Primary and Preparatory schools, while still falling considerably short of either or both of the figures above given for the ideal number of schools and the ideal number of pupils in each.

11. One point of importance must, however be, emphasized at once before we pass on to consider the bearing of the ideals above laid down on the important question of the supply of teachers. We have hitherto been dealing with the ideal number of teachers per school and boys per teacher which appears to us conducive to the maximum of efficiency. Side by side with this we desire to lay down what is in our opinion an irreducible minimum to be required of any school before it can be regarded as efficient. We are unanimously of opinion that no Preparatory school teaching up to the standard of existing lower primary schools (that is to say containing classes A, B, I and II) should be started, or should be permitted to continue, unless it is supplied with at least two teachers, so that each teacher should not have more than two classes at the outside requiring his attention. The only qualification we are prepared to admit is that a Preparatory school containing only classes A and B might be permitted, for the present at any rate, to continue under the charge of a single teacher. It must be remembered that what we are laying down here is in our opinion an irreducible minimum. We are convinced that one important cause of the inefficient state of primary education at present in this province is to be found in the existence of lower primary schools containing three or four classes in charge of a single teacher. Our ideal is one teacher per class; we are satisfied that it would greatly conduce to efficiency if the number of pupils in all classes of primary schools could be worked up to the standard we have already laid down, so that each class should require the undivided attention of a single teacher. In no case, however, should a single teacher be required to divide his energies over more than two classes. The inevitable result of a single-teacher school containing three or more classes is an undue concentration of the teacher's attention on a small number of boys in the upper class, or in the two upper classes, of the school, the neglect and stagnation of the little children in classes A and B, and their eventual withdrawal from the school without having learnt anything worth talking about. We accept a Preparatory school containing classes A, B, I and II in charge of two teachers as permissible under existing conditions; but the object should be to work up the number in each class of such a school so as to admit of the appointment of a third and even of a fourth teacher as soon as this can be done without breaking

the rule of thirty boys per teacher. The provision of one teacher at least for every two classes is, to our minds, an irreducible minimum. A Preparatory school containing only classes A and B in charge of a single teacher should not be permitted to open a class I unless and until it can be provided with a second teacher; given the second teacher some of us look upon a Preparatory school with classes A, B and I in charge of two teachers as likely to prove an effective feeder school under the system which we contemplate. Again, a Preparatory school containing classes A, B, I and II in charge of two teachers should not be permitted to open a class III unless and until it can be provided with a third teacher. On this point the Committee is absolutely unanimous.

12. At a somewhat later stage in our discussion a proposition was laid before us to the effect that something more than this irreducible minimum of one teacher for every two classes was required for schools teaching the full primary curriculum. Such a school, if complete in itself and not dependent on affiliated Preparatory schools for the instruction of its lowest classes, would obviously consist of six classes A, B, I, II, III and IV. According to the standard already laid down, a staff of three teachers should be regarded as the irreducible minimum for such a school. It was proposed that we should go further and lay it down that no school should teach the full primary curriculum unless provided with a staff of at least four teachers. There was considerable discussion on this point and some diversity of opinion in the Committee. Mr. Asghar Ali Khan was in favour of laying down a rule requiring a minimum of four teachers for such a school in the most absolute terms. Mr. Streatfield, Dr. Sundar Lal and Mr. Gauga Prasad Varma proposed that such a rule should be laid down, subject only to the qualification that it might be departed from in exceptional cases. The majority of the Committee were of opinion that enough had been done in the way of prescribing conditions of efficiency in the resolutions already arrived at regarding the constitution of ideal Primary schools, and that it was not advisable to fetter the discretion of district boards by any further conditions. As a majority, therefore, the Committee adheres to the resolutions already arrived at as applicable to all kinds of Primary schools, viz. an irreducible minimum of one teacher for every two classes, and an ideal which shall at once satisfy the two important conditions of one teacher per class and thirty boys per teacher.

13. It will be convenient at this point to sum up the recommendations hitherto arrived at:—

- (1) The standard of the vernacular final examination requires to be somewhat raised, more especially on the language side.
- (2) There should be a rearrangement of classes involving, for the average student, an additional year of study between preparatory class A and the vernacular final examination.
- (3) The best way of meeting this requirement will be to add one year to the middle course.
- (4) There is no such thing as a "lower primary" standard of education, and it will be best to drop the words "upper" and "lower primary" altogether from our nomenclature. A "Primary school" should mean a school teaching the full primary curriculum up to and including class IV; other schools may be spoken of as "Preparatory schools."

- (5) An ideal "Primary school" would consist of about 200 boys, arranged in six classes, with (roughly) about forty boys in each of classes A and B and thirty boys in each of the others. Such a school would have one teacher per class.
- (6) This ideal can be approximated to where it is not otherwise attainable, by grouping Preparatory schools round a central Primary school so as to form a "primary unit" of somewhere about 200 boys, working up towards the ideal distribution of classes above suggested.
- (7) We propose to locate, as far as possible, one Primary school within walking distance of every village; but seeing that the needs of smaller boys will be met by Preparatory schools nearer to their homes, we think it not unreasonable to extend the meaning of the term "walking distance" for the older boys who will attend the upper classes of Primary schools to cover a limit of about three miles.
- (8) The ideal of efficiency contemplates one teacher per thirty boys and also one teacher per class. The best possible value is not being obtained from a teacher who is teaching fewer than thirty boys.
- (9) In no case should any one teacher be required to teach more than two classes.
- (10) Preparatory schools should have at least two teachers, and Primary schools at least three, this rule being subject only to a slight and carefully guarded exception in favour of Preparatory schools containing only classes A and B. These might perhaps be conveniently spoken of as "infant schools."

The above recommendations represent the unanimous sense of the Committee, except that there was one dissentient to no. (2) and there were three dissentients to no. (3). Of course the concurrence of these three dissentients in the subsequent resolutions must be considered subject to all that is involved in their dissent on this particular point.

14. Having settled these preliminaries we may now proceed to take up the subjects in the order in which they were laid down for our consideration in paragraph 5 of the Government resolution constituting this Committee, and we begin with—

*I.—Improvement of teachers.*—We take up first the question of salaries, and before stating the conclusions at which we arrived, we must emphasize the fact that, in this matter at any rate, we felt that we were working under definite financial limitations. The proposals which we have in mind contemplate the possibility, at any rate, of close upon 25,000 teachers being required to staff the Primary and Preparatory schools under boards' management in the whole province, including head teachers of Primary schools; to adopt a scale of salaries sufficient to provide an average salary of Rs. 12-8-0 per mensem or Rs. 150 per annum for these 25,000 teachers would at once require a sum of Rs. 37,00,000. The latest figures available give us for the province as a whole 12,460 teachers in board schools alone costing about 13½ lakhs of rupees per annum. The terms of the Government resolution under which we are working invite us practically to frame our proposals on a scale of expenditure amounting to somewhere about treble the existing

expenditure on primary education. Now, although 37 lakhs is not quite three times 13½ lakhs, it comes perilously near it; and seeing that increased expenditure will be required on other objects as well, it is clear that we could not venture much beyond this figure and must limit either the number of teachers or their salaries so as to keep somewhere near the above figures. Another point to be considered is that the teachers for our primary schools must necessarily be drawn from the class which passes the vernacular final examination. We do not believe that any advance in salaries which could be considered as fairly within the sphere of practical politics would enable us to tap any other source of supply. What we have to do, therefore, is to provide all our teachers with a living wage and to offer such inducements in the way of salary and prospects of promotion as may enable us to command, as far as possible, the pick of this class. In a matter of this sort we are bound to attach considerable importance to the opinions of chairmen of district boards, and we found amongst them a considerable diversity of opinion on this point. On the one hand it was stated that in some districts (the Meerut district was one) even a salary of Rs. 10 per mensem could scarcely be regarded as a living wage. We were told also that this minimum had actually been worked up to in some districts (Bijnor was one), and there was certainly a considerable body of opinion in favour of laying down a salary of Rs. 10 per mensem as an irreducible minimum. We note that the Government of India's resolution of February 21, 1913, suggests a sum of Rs. 12 per mensem as a minimum salary for any teacher; while in the three-years' programme recently prepared for this province under the orders of the Local Government an attempt was made to work out a scale of salaries based upon a minimum of Rs. 10 per mensem. Nevertheless the adoption of this salary as an irreducible minimum was strongly dissented from by a certain number of chairmen well acquainted with the conditions of their particular districts. It was represented to us that in view of the age at which candidates for employment as teachers pass the vernacular final examination and of the slender nature of their qualifications before they have undergone any period of training, a salary of Rs. 8 or 9 per mensem could not be regarded as an unreasonable wage to offer an untrained assistant teacher in a Primary school at starting. Some chairmen went so far as to say that they could get as many vernacular final passed men as they wanted at this salary, and as good specimens of their class as they could hope to attract into the educational service, so that their district boards would resent being compelled to offer something more than this as a starting salary in every case. In spite of this opinion a strong minority of the Committee, as noted in the margin, was in favour of

Dr. Sundar Lal, Mr. Ganga Prasad Varma, Mr. Asghar Ali Khan, the Raja of Pimpur and Mr. Ghasi Ram.

laying down an absolute minimum salary of Rs. 10 even for an untrained assistant teacher. The remaining members of the Committee are of opinion that it is not necessary to fetter the discretion of district boards by so rigid a rule, and that the service can be made sufficiently attractive by improving its prospects and by the liberal treatment of teachers under training to command the pick of the men who pass the vernacular final examination (excluding, of course, the small minority who use this as a stepping-stone for further education in English), even though the starting salary for an untrained assistant teacher be fixed as low as Rs. 8 or Rs. 9. After this preliminary division the Committee was able to arrive at substantial unanimity in its recommendations.

We are all agreed that no teacher certified to have received an adequate training in the training classes should receive a lower salary than Rs. 10 per mensem, and no teacher trained in the Normal schools less than Rs. 12 per mensem. Subject to those minima, we suggest the following scales of pay :—

For head teachers in Primary schools teaching the full curriculum (corresponding with the existing upper primary schools) we recommend :—

30 per cent. on Rs. 14 per mensem.

40	"	16	"
20	"	16	"
10	"	20	"

For assistant teachers in Primary schools and all teachers in Preparatory schools we recommend the following scale :—

10 per cent. on Rs. 8 per mensem	} For untrained assistant teachers only.		
10		"	9
30	"	10	"
40	"	12	"
10	"	14	"

There was a difference of opinion on one matter of detailed only; viz. as to whether it was advisable to fix the highest attainable salary under the second of the above scales, as well as the starting salary for head teachers under the first scale, at the same sum of Rs. 14 per mensem. The Committee was evenly divided in favour of and against a proposal to fix the minimum salary for head teachers at Rs. 15 per mensem. The scales as above given are more symmetrical, and it is least doubtful whether there is any substantial reason for not giving an experienced assistant teacher in a Primary school, or experienced head teacher of a Preparatory school a salary equal to that of a man who is just starting as head teacher in one of the smaller and less important primary schools. A majority of the Committee also wish it to be noted that the scale of salaries above laid down should be regarded rather as one to be worked up to gradually than as something to be brought into force at once. We think also that the scale of salaries as above laid down should be regarded as primarily intended for village schools, and that a somewhat higher scale is desirable for schools under the management of municipal boards.

### 15. We take up next the question of pension or provident funds.

Mr. Streatfeild, Dr. Sundar Lal, Mr. Ganga Prasad Varma, Mr. Gharsi Ram, Mr. Kunj Bihari Lal and the Raja of Piplur. The Committee was evenly divided on the point. Six members, as noted in the margin, were in favour of recommending that the Local Government should, if possible, make the post of teachers pensionable. The remaining members of the Committee thought this either undesirable or attainable.

If the service as a whole is not made pensionable, the committee is unanimous in recommending that the existing provident funds should be improved by requiring district and municipal boards to contribute to the said funds a sum equal to that deducted from the teachers' pay. We recommended that teachers should pay one anna per rupee per mensem of their salaries to the provident fund, and that district and municipal boards should make an equal contribution. This decision had been arrived at before we received the memorial of the Aligarh Conference; we are glad to note that it has the support of these memorialists. We think that in

the case of assistant teachers on Rs. 8 or Rs. 9 per mensem, it should be left optional with them to contribute to the provident fund or to decline to do so. There should be rules framed permitting the teachers to borrow from the amount to their credit in the provident fund for suitable emergencies and subject to proper conditions as to repayment.

16. It is worth while to pause for a moment to discuss the financial effect of these recommendations. The lower scale of salaries laid down for assistant teachers in primary schools and of teachers in preparatory schools gives a working average of Rs. 10-9 per teacher per mensem. To this, however, must be added one-sixteenth as representing the boards' contribution to provident funds. Making a small allowance for assistant teachers on Rs. 8 or Rs. 9 per mensem who may not elect to contribute to the provident fund we get a working average of just about Rs. 11-8-0 per mensem per teacher as the cost to the public of the payment of salaries on the scale proposed. For head teachers in primary schools the average works out at Rs. 16-2 per mensem per teacher. We may add one-sixteenth to this and call it roughly Rs. 17. Our final proposals contemplate close upon 3,500 Primary schools and rather fewer than 5,000 Preparatory schools for the entire province exclusive of the Kumaun division. The former will all be boards' schools, the latter may be, according to our proposals, either board or aided schools. The uncertainty on this latter point is a disturbing element in our calculations. We propose to discuss the matter further when putting forward our recommendations on the subject of aided and indigenous schools; but we may say at once that we think it advisable to frame our general financial proposals on the assumption that the great majority, if not the whole, of the Preparatory schools laid down as necessary according to the standards we have worked out will be provided by the boards. On this basis we shall require somewhere about 3,500 teachers on an average cost of Rs. 17 per mensem and 20,500 teachers at an average cost of Rs. 11-8-0 per mensem. This would give a total expenditure on teachers' salaries of Rs. 35,43,000, exclusive of the Kumaun division.

17. There was much difference of opinion in the Committee as to whether these salaries should be supplemented by the provision of quarters for teachers in village schools. We propose to discuss the point further in connection with the question of buildings. On the whole the opinion of the Committee is that some sort of quarters for teachers should be included in the standard plan for village schools, so that the teachers might have the option of occupying a room in such a school if they see fit to do so. Apart from this, there was such diversity of opinion in the Committee that it seems impossible to formulate any definite recommendation. We can only note that some members of the Committee were in favour of providing accommodation in the village for teachers of village schools so as to encourage them to reside there with their families. It was suggested that such buildings could be rented, or that they might be acquired by the board and handed over to married teachers on condition that they should keep them in repair. The Committee as a whole did not see its way to endorse this recommendation.

18. We are all of opinion that teachers and assistant teachers while attending training classes or Normal schools should receive the pay of their posts. Candidates for employment as teachers who may be admitted for training in training classes or Normal schools should receive allowances of Rs. 6 per mensem and Rs. 8 per mensem, respectively, on condition that

they bind themselves to serve as teachers for a period of at least three years, if required to do so, after they have qualified. Where possible, teachers or candidates attending training classes should be provided with accommodation in the school boarding-house, and this is a point the necessity for which should be borne in mind in building school boarding-houses in future. Where possible, candidates for instruction who will not bind themselves to serve as teachers of board schools, and more particularly teachers in aided schools recommended by responsible bodies managing such schools and possessing the necessary educational qualifications, should be admitted to training classes and Normal schools, though without receiving any stipend or allowance. We have noted the suggestion of the Aligarh Conference that the good services of successful teachers should be recognized on occasions of public importance in some suitable manner, as by the award of certificates by the Collector of the district. We believe that this is being done in some places and we think the idea is a good one. A small concession which would probably be valued and which we accordingly recommend is that teachers on transfer or when called in to headquarters on official business should get a travelling allowance not exceeding that allowed to other Government servants of a similar status.

19. A point at least as important as the raising of the salaries of teachers is the making of adequate provision for their training. For this we must depend on our Normal schools and training classes. We understand that a proposal is under consideration for increasing the number of Normal schools from six to eight, and this should certainly be done. We recommend in fact that the advisability of starting yet one more Normal school, perhaps, at Benares, should be considered. In our opinion the supply of teachers trained in Normal schools should be sufficient to staff all the Middle schools and to provide at least 25 per cent. of the head teachers in primary schools in each district. For the rest of our teachers in primary schools we require men who have passed through training classes. Some chairmen of district boards indeed seemed to prefer teachers trained in this way to those who have passed through Normal schools. The proposals contained in the three-years' programme for increasing the number of training classes from 109 to 210 should be quite adequate to fill up vacancies when once the required number of trained teachers has been obtained; the difficulty to be faced is the large increase in the number of trained teachers which will be urgently needed in order to work up to this standard. We can only leave it to the Department of Public Instruction to consider whether any temporary measures can be taken for meeting the immediate demand. The Committee found itself equally divided on the proposal that where training classes existed classes III and IV should be taken from the Middle school and added to the practising school. At any rate, we think that the point is one which should be considered by the Department of Public Instruction, and we wish to note our opinion that, where these classes are attached to Middle schools the fees charged for pupils attending them should not be higher than those charged in primary schools. With regard to the training of teachers Mr. Fremantle lays great stress on the necessity for some knowledge of botany and of agricultural chemistry on the part of the teachers, if they are adequately to teach the "observation lessons" and "nature-study" prescribed by the revised curriculum. A proposal to lay down a science course for Middle schools, in which agricultural chemistry and botany should be taught, was put to the Committee, but lost by a considerable majority. The only recommendation in which we concurred

on this point was that the attention of the Department of Public Instruction should be drawn to the fact that the prescribed curriculum for observation lessons and nature-study in Primary schools requires some scientific training on the part of the teachers and that some provision for supplying such training, practical as well as theoretical, should be made in the Normal schools and, if possible in training classes. The number of teachers in a training class could, in our opinion, with advantage be raised from six to eight, and it would be an advantage if the school year of the training classes can be so arranged as to agree with that of the practising classes. Besides this a suggestion was thrown out that it should be made permissible for district boards to have two training classes in one and the same place, each class, of course, having its own instructor. The idea is that one of these classes might be doing practical work in the practising school in the morning and the other in the afternoon; each receiving theoretical instruction while the other was doing practical work. The question is largely a departmental one and there was a feeling in the Committee that there might be considerable practical difficulties in working the proposal. The Committee as a whole concurred in a recommendation that district boards might be permitted to try it is an experiment, where they thought it desirable and were in a position to provide proper accommodation, etc. We note also that the selection of candidates for admission to Normal schools should be in the hands of district boards; so far as suitable candidates are available the boards should, in making their selection, have regard to the representation of all classes of the community.

20. It has occurred to us that the whole question of the relation of the Normal schools to the training classes and of their respective functions in the training of teachers might well be reconsidered by the Department of Public Instruction. The Normal schools were in existence before there were any training classes, and it may be that sundry questions affecting the co-relation of these two methods of training require to be further threshed out. Mr. Fremantle drew our attention to the fact that on visiting the Normal school at Allahabad he found that many of the students under training in that school had already passed through the training classes. Under existing rules this looks like a wasteful employment of the two distinct agencies; but the question whether those rules ought not to be modified so as to make it a proper and natural thing for an assistant teacher under training, or a candidate for a teachership, to pass from the training classes to the Normal school is worth considering. One suggestion thrown out in our Committee was to reduce the course in Normal schools to a single year and to reserve those schools entirely for the pick of the students who had already passed through the training classes. Another suggestion was that an alternative one-year course in the Normal schools might be devised for the benefit of students who had already passed through the training classes. The question is so much a departmental one that we do not feel prepared to make any specific recommendation, beyond putting forward those suggestions as worthy of consideration by the Department of Public Instruction.

21. With a view to the improvement of Middle vernacular schools generally, we recommend that the scale of salaries for head teachers in these schools should be fixed at Rs. 30 to Rs. 50 per mensem, while other teachers in the middle section should be paid from Rs. 12 to Rs. 25 per mensem. The instructor of a training class should not get less than Rs. 15.

The rule requiring teachers in Middle schools to hold the vernacular teachers' certificate should be relaxed so as to admit of the appointment of special language teachers not possessing this qualification. We recommend that head teachers of Primary schools should be considered eligible for promotion to Middle vernacular schools, if specially qualified; also that head masters of Middle schools should be eligible for promotion to the post of sub-deputy inspectors.

22. There was considerable discussion as to whether, apart from our general recommendation in favour of stiffening the vernacular final examination, more especially on the language side, we should make any specific recommendation with regard to the curriculum in Middle schools in this respect. Dr. Sundar Lal moved that the study of Sanskrit, Arabic or Persian should be introduced in the middle course, with a view more particularly to enabling students intending to take up the teaching profession to obtain a clearer insight into the philology of their own vernacular. He was of opinion that teachers who had obtained some grounding in these classical languages might continue the study of the same in Normal schools. The question being put to the Committee there was a majority of seven to five in favour of the introduction of the study of a classical language as an optional subject in the middle course, although one or two members expressed themselves somewhat doubtful as to the practicability of the suggestion and only wished to recommend it to the consideration of the Department of Public Instruction as a thing desirable if it could be conveniently arranged. The five members noted in the margin are definitely against the proposal. The Committee was in favour by a large majority of a proposal put forward by Mr. Ganga Prasad Varma that special Proficiency examinations in advanced

Mr. Piggott, Mr. Streatfield, Mr. Ganga Prasad Varma, Mr. Asghar Ali Khan and the Raja of Pirpur.

Urdu and Hindi, involving some elementary knowledge of the classical languages from which these are derived, should be instituted for the benefit of teachers, who should be encouraged to study for such examinations by a system of rewards similar to those given for high proficiency in languages in other branches of the public service.

23. We pass on to consider the next point taken in the Government resolution, viz.—

*II.—Suitability of the curriculum.*—We have based our recommendations on this point frankly on the recommendations of the Rural Education Committee. We concur in their conclusions that it is not desirable or practicable to frame separate text-books or course of study for rural and urban schools. We note that the memorial of the Aligarh Conference is in agreement with us on this point. So far as any differentiation in teaching is desirable we are of opinion that it can be secured by intelligent use of the observation lessons and nature-study.

24. This much being premised, we proceeded to examine in detail the curriculum proposed by the Rural Education Committee, which we have in substance accepted, subject to a few emendations. The question of retaining "observation lessons" and "nature-study" on the lines recommended by the former Committee is a somewhat difficult one. Doubts are entertained by more than one member of this Committee as to the practicability of getting these lessons effectively and intelligently taught by the teachers at present available, and we all concur in a recommendation that individual teachers should not be permitted to give these lessons if they

are not capable of doing so, but that all teachers should be made efficient in this respect as soon as possible. The general feeling of the Committee was clearly in favour of retaining these lessons in the curriculum on the lines suggested by the Rural Education Committee, subject to every reasonable effort being made in the Normal schools and training classes to produce teachers capable for giving these lessons. No member of the present Committee is prepared definitely to dissent from the proposal that they should be retained.

25. The modifications which we would recommend in the curriculum as finally drawn up by the Rural Education sub-committee at their meeting of December 20, 1911, are as follows :—

- (1) *Preparatory classes A and B.*—We would strike out "drawing" as a separate subject, but add a note to the effect that the drawing of simple figures such as squares, oblongs, circles and the like, by the teachers on the blackboard and the reproduction of the same by the pupils on their *takhtis*, the pupils being at the same time taught the names of the various figures, should be included as part of the observation lessons. We would substitute action songs of a kindergarten type for the physical exercises recommended in the curriculum under review.
- (2) *Classes I and II.*—We desire particularly to express our approval of the inclusion of the memorising of simple lines of poetry in the curriculum for these classes. We would lay down the standard in this respect at twenty lines of poetry in class I and 40 in class II. We think the writing in class I should be done on *takhtis* and not on paper; while in class II in place of the words "copy books or slips to be used," we would substitute "copy slips may be used, or teacher to set copy." We would strike out both "drawing" and "clay-modelling" from the curriculum, but with regard to the former we make a recommendation similar to that already suggested for classes A and B, viz. that the teacher should as part of the observation lessons make drawings of objects referred to in the course of the said lessons and encourage pupils to copy them. There was much division of opinion as to the inclusion of geography as a subject in the curriculum for class II. The feeling of the majority is in favour of including some simple teaching as to the meaning of a map or a plan, with practical illustrations by means of a plan of the school building or the school compound.
- (3) As regards the curriculum in class III we recommend that the amount of poetry to be committed to memory be raised to fifty lines; that a beginning be made in the way of teaching the pupils to read simple specimens of the script, and that copy books be excluded from the prescribed curriculum, penmanship being taught only by the use of slips. Under the head of "geography" we would place the teaching of such simple geographical terms as were not included in the observation lessons in class II, leading up to the teaching of the geography of the district in connection with the district map. It would be well if district boards could arrange to prepare notes on the geography of the several districts for the assistance of teachers; this might be done through the deputy inspectors, subject to the approval

of the department of Public Instruction. We understand that something of the sort has already been done in the Etawah and Azamgarh districts. The Committee was unanimous in striking out "clay-modelling" from the curriculum, but was divided on the subject of "drawing." A considerable majority however were in favour of the recommendation that practice in drawing should be continued in connection with the observation lessons.

(4) As regards the curriculum for class IV we recommend that the "reading" should include practice in reading at sight from books other than the text-book and the reading of the script more particularly of the *patwari's* papers. The standard for the amount of poetry to be committed to memory might be fixed at sixty lines. The curriculum in arithmetic should include simple lessons in account-keeping, particularly in the keeping of cash book and ledger accounts (*roznamcha* and *khata*). Simple lessons in compound interest should also be included, also the use of Urdu and Hindi figures for weights and measures. The teaching in geography should include the use of the village map—in fact the majority of the Committee are of opinion that skeleton maps of the village might be supplied for use in class III, the teachers filling in the geographical features and showing the pupils how to do the same. It would be well if the assistance of the *patwari* could be obtained in connection with the teaching of the practical use of the village map and explanations of the village papers in class IV. We think also that forms of such documents as leases and counterparts (*patta* and *kabuliyat*) might be taught in this class in connection with the reading lessons (such documents being used as specimens of the script) and also in connection with the observation lessons. There was a difference of opinion in the Committee as to the inclusion of globes, or maps of the world, in connection with the teaching of geography in this class, but the majority of the Committee were against it. There was a similar majority against the inclusion of "drawing" as a separate subject in this class.

A complete statement of the curriculum, as revised in accordance with the above proposals, together with the instructions framed by the Rural Education Committee in respect of the observation lessons and nature study, will be found in appendix B of this report.

26. Mr. Fremantle specifically raised the question of giving a more directly agricultural tendency to the teaching in rural schools. His recommendations seem to us of sufficient importance to be appended to our report in the form of a separate memorandum by Mr. Fremantle himself (appendix H). The Committee as a whole is in favour of recommending that schools teaching the full primary curriculum should, wherever possible, be provided with a school garden, to be used as far as may be along the lines suggested by Mr. Fremantle. We think that the question of issuing detailed instructions to teachers as to the best use to be made of school gardens might be made the subject of correspondence between the department of Public Instruction and the department of Agriculture; co-operation between the two is certainly necessary if anything effective is to be done in this direction. The department of Public Instruction might issue detailed instructions to teachers for the use of school gardens, after discussing the matter with the department of Agriculture.

27. In order to make clear our proceedings with regard to the language and the contents of the readers prescribed for use in primary schools it is necessary to refer back to the proceedings of the Rural Education Committee of 1910-11. In the Government Resolution of May 7, 1910 by which that Committee was constituted, it was assumed that the existing set of readers in use in primary schools was unsatisfactory in various ways, and one of the main objects for which that Committee was appointed was to draw up a scheme for the preparation and publication of a new series of readers. The final result was that certain principles were laid down and that the work of preparing a set of readers and of revising their language was made over to two small sub-committees of experts. We understand that the labours of these sub-committees have resulted in the preparation of a set of readers the considerations of which is in effect being kept suspended awaiting the recommendations of the present Committee. We have therefore a definite basis to go upon and there has been no question of our attempting any such task as the preparation of a set of readers on our own account. What we have had to do in effect has been to reconsider the principles upon which our predecessors of the Rural Education Committee directed these readers to be prepared, and to ask ourselves whether we desired to recommend any modification of those principles for the consideration of the Local Government. It may further be explained at once that there has been no controversy before us regarding the readers which the sub-committee of experts has prepared for the classes below class III. We have assumed that no question of principle was involved in the directions given by the Rural Education Committee for the preparation of the text-books and reading sheets prescribed for these classes and that the experts who have been dealing with the matter may be trusted to have dealt satisfactorily with this part of the question. With regard to the text-books proposed for classes III and IV a number of resolutions were brought forward in our Committee dealing with the questions both of contents and of language.

28. After examining a syllabus of the contents of the readers proposed for these classes we agreed on the following recommendations, the syllabus to be re-arranged and the scale of lessons re-apportioned accordingly:—

- (1) We think that each of these readers might contain two or three more lessons in a popular style, dealing, so far as is possible, in simple language suited to the boys of the classes concerned, with such topics as canal and well irrigation, the supply and care of cattle, the planting of trees, the advantages of agricultural co-operation, and the like. In the reader for class IV there might also be included a lesson explaining in simple language the system of administration of the province.
- (2) Two lessons might be included in each of these readers dealing in a simple and popular style with questions of sanitation and hygiene.
- (3) The readers should contain lessons of a moral tendency, and in the selection of the passages of poetry taken from existing literature special attention might with advantage be paid to this point.
- (4) There was some division of opinion in the committee with regard to a resolution moved by Mr. Clancy to the effect that some lessons might be included in these readers inculcating the evils of alcohol, hemp drugs, cocaine and narcotics generally, and also injurious effects on young boys of smoking in any of its forms,

and more particularly of the use of cigarettes. A majority of the committee (Messrs. Fremantle, Streatfeild, and Richardson dissenting on the ground that such lessons might on the whole do more harm than good) finally agreed in recommending the inclusion of a general lesson in each of these readers dealing, if possible in the form of a story or dialogue, with the evils of over-indulgence in alcohol drugs and cigarette smoking, provided such lessons were carefully prepared in such a form as not to put ideas into the boys' heads. In connection with the above recommendations it may be noted further that we all agreed that instructions should be issued to teachers forbidding them to smoke in school hours on the school premises; also that elementary principles of sanitation and hygiene should be inculcated on teachers in normal schools and training classes, with instructions that they should endeavour to make use of the observation lessons to pass on the knowledge thus acquired to their pupils.

29. The only other point on which we felt disposed to recommend any modification in the contents of the text-books proposed for classes III and IV was connected with the question of language. This was a matter irrespective of which there had been no little controversy before the Rural Education Committee. A majority of that committee had at one stage passed a resolution in the following words:—

"That in the upper primary readers the bulk of the prose lessons should be written in the common language, but simple passages of literary merit written in language with a Sanskrit or Persian bias should not be excluded."

The Muhammadan members of that committee strongly dissented from this resolution and concurred in an elaborate minute of dissent drawn up by Mr. Saiyid Muhammad Hadi, Khan Bahadur. Eventually the Rural Education Committee, by a small majority, cancelled the resolution above referred to and laid it down that, "All the prose portions of the primary readers should be in the common language of the educated residents of these provinces." This resolution seems to refer back to the words of G. O. no. 304/XV—344-2-20, dated the 16th May, 1903, which was quoted by Mr. Saiyid Muhammad Hadi in his minute of dissent, which are as follows:—

"The language of every-day life as spoken by educated Hindus and Muhammadans is the language which alone is adopted to instruct the masses in such subjects as will best fit them for the business of life."

30. When the question was raised in this Committee it was at once contended by Mr. Asghar Ali Khan and the Raja of Pirpur that the policy of Government with regard to this question was sufficiently declared by terms of the above order and by the instructions conveyed to the Rural Education Committee, and that this policy necessarily involved an absolute identity of language between the readers prepared in the *Nagri* and in the Persian characters respectively for the use of all classes in primary schools. Their position therefore is that the question of the language of the text-books in primary schools is concluded by the existing orders of Government and is outside the scope of the deliberations of the present Committee. We may recognize it as possible that the policy of Government in this matter has been sufficiently declared, but at the same time, the question having once been raised in our Committee, it was impossible for us to avoid coming to some sort of resolution on the subject, even if it had only been a resolution refusing to consider it. The chairman ruled that there was nothing

in any orders hitherto issued by the Local Government which could prevent this Committee from placing on record any recommendations which it might desire to make on this point for the consideration of the Local Government, and accordingly we proceeded to consider and to discuss two resolutions regarding the language of the readers proposed for use in classes III and IV, one of which was brought forward by Mr. Ganga Prasad Varma and the other by Dr. Sundar Lal.

31. The former moved that we should recommend that for these two classes two different sets of readers should be prepared, one in the Deva Nagri and the other in the Persian or Urdu character; that the language of these two sets of readers should be simple, idiomatic, and correct, and that they should be compiled by well-known scholars of the two languages. The acceptance of this motion would have involved recommending to the Local Government a marked reversal of its present declared policy. The remaining members of the Committee declined to accept the proposal, but Dr. Sundar Lal and Mr. Ghazi Ram desire to place it on record that their voting against Mr. Ganga Prasad's motion is contingent on the acceptance of the alternative proposals put forward by Dr. Sundar Lal which are discussed below. The question appears to be one which excites a good deal of public interest; it is referred to in the proceedings of the Aligarh Conference and has been made the subject of a special memorial addressed to us on behalf of the Hindu Sahitya Sammelan of Allahabad. Seeing that the mover of the resolution not only feels very strongly on the subject himself but apparently represents a certain body of public opinion, we propose to accede to his request that he should be permitted to file with the proceedings of this Committee a note setting forth in detail his views and arguments on this point. Mr. Ganga Prasad Varma's note on this question will accordingly be found as appendix J to the present report.

32. Dr. Sundar Lal laid before us two distinct propositions. He is peculiarly entitled to a hearing on this point as being himself one of the sub-committees of experts by which the proposed new set of readers has been prepared. The fact that he is himself dissatisfied with those readers as they stand, and disposed to press for some slight modification in the instructions under pressure of which they have been prepared, would seem to be a very strong argument in favour of our at any rate considering his proposals and recording our opinion in respect of the same. If we rightly appreciate it, Dr. Sundar Lal's position was in substance this, that the expert committee engaged on the revision of the language of the new readers had been working under instructions which in his opinion were not capable of being fully reconciled. They were directed to prepare a series of readers graduated in difficulty up to class IV, dealing with a considerable variety of subjects, and at the same time to adhere so strictly to "the common language of the educated residents of these provinces" that the actual words used in the readers printed in the Deva Nagri character might be identical throughout with those in the readers printed in the Urdu or Persian character. Dr. Sundar Lal's position is that these instructions are, at any rate, extremely difficult to follow, and that in the lessons dealing with particular subjects he would prefer to be permitted to use alternative words in particular cases to express the same idea. The main point brought forward by him was that in the prose lessons generally, while the subject-matter and language should continue the same in both classes of text-books, an occasional interchange of words might be permitted, so that a different word might in some places be used in the readers printed in the Nagri character (as more suited to the comprehension of the bulk of the pupils

likely to use those readers) from the word employed for the same purpose in the corresponding passage of the readers printed in the Urdu or Persian character. When this proposal was brought forward Mr. Fremantle at once suggested that the proposed recommendation might be made, subject to the condition that in each case the alternative word employed in the other reader should be inserted in brackets or in a marginal note. Subject to this modification, the proposal was accepted by the Committee as a whole. Mr. Streatfield, Mr. Asghar Ali Khan, and the Raja of Pirpur dissenting.

33. Dr. Sundar Lal's second proposal was that in each of the readers in classes III and IV six prose lessons might be included, taken in the case of readers printed in the Deva Nagri character from recognised Hindi works or newspapers, and the same number of lessons in the readers printed in the Persian character taken from recognised Urdu works or newspapers. It is to be clearly understood that this proposal contemplates that the passages selected shall be graduated in difficulty for class III and class IV respectively, and that they shall be in the simplest possible language consistently with achieving the proposed object of affording the students in the upper class of our primary schools some effective introduction to the existing literature of the language they are learning to read. In the discussion which followed on this proposal, Mr. Lupton pointed out that the curriculum we have proposed for class IV will include practice in reading at sight from books other than the text-books, and he suggested that the object aimed at by Dr. Sunder Lal's resolution might be preferably attained by means of the above addition to the curriculum, as well as by encouraging the pupils to make effective use of the libraries which we have recommended should be attached to all primary schools. Mr. Lupton himself and Mr. Fremantle joined with the Hon'ble Mr. Asghar Ali Khan and the Raja of Pirpur in voting against Dr. Sundar Lal's proposal. The remainder of the Committee accepted it, although Mr. Richardson, with whom Mr. Piggott is inclined to concur, suggested a preference for a modification which would confine the proposal to the class IV reader only. Dr. Sundar Lal, with whom Mr. Ganga Prasad Varma, Mr. Ghasi Ram, and Mr. Kunj Behari Lal concur, desires to point out that in his opinion the insertion of the proposed new lessons is necessary in order to enable the boys to make effective use of the school libraries; and that their insertion for the first time in the class IV reader would stand in the way of the desired graduation in difficulty between the two readers, and would tend to overweigh the already somewhat heavy curriculum in class IV.

34. The modifications which a majority of this Committee has thus agreed to recommend in the application of the general principle that the text-books for all classes of primary schools should be written in the common language spoken by educated people in these provinces are after all very slight. Apart from their connection with what is known as the "language controversy," relating to matters far beyond the scope of our present enquiry, it is not likely that they would be regarded by anyone as of serious importance. Recognising however that our recommendations on this point are likely to excite considerable public interest and may perhaps be discussed less on their intrinsic merits than in the light of the differences of opinion excited by the language controversy as a whole, the chairman asked leave in this particular instance to place on record definitely his own reasons for concurring in the vote of the majority. The question is unfortunately so complicated by the general controversy above alluded

to that it is not easy to discuss it without running the risk of giving offence to one party or the other; but for this very reason a plain statement of the manner in which the very limited issue raised before our Committee by Dr. Sundar Lal's resolution presents itself to the mind of one entirely disinterested student of the subject may perhaps be of use. What the chairman principally desires to say is that the vote which he has recorded on this particular point does not seem to him to involve any real dissent from the position taken up by Mr. Sayid Muhammad Hadi in his minute, that there is in substance a single language spoken in the ordinary business of life by all educated people in these provinces. It is idle however to shut our eyes to the fact that the literary language actually employed in books and newspapers printed in the Nagri character (call it for purposes of argument "literary Hindi") is not identical with what may similarly be called the "literary Urdu" used in books and newspapers published in the Persian character. Now the education given in our primary schools is supposed to serve the double purpose of fitting such of the pupils educated in these schools as may desire so to do to pass to a further stage of education in the middle vernacular schools, and at the same time to afford to those pupils who do not desire to proceed further an education calculated to be of practical use to them in their after-life. The difficulties in the way of the student who under present conditions passes from the highest class of our primary schools to the lowest class of our middle schools have been recognized by us and have been made the basis of certain recommendations. After allowing for the effect of these recommendations, Mr. Piggott still retains a certain apprehension, that unless some such modifications as those proposed by Dr. Sundar Lal in the policy hitherto pursued with regard to the preparation of text-books for the two upper classes of our primary schools be accepted, the pupil who passes into class V of a middle school after having studied in a primary school in which the text-books used were in the Nagri character will find himself at some disadvantage (perhaps only slight, but still ponderable) as compared with a student whose primary education has been conducted by means of text-books in the Urdu or Persian character. Then, as regards those students whose education does not proceed beyond the primary stage, the point to be considered seems to be how far the usefulness of teaching a boy the accomplishments of reading and writing will be discounted if it is found in practice that by learning to read he has not acquired the ability to make himself readily acquainted with the contents of any simple book or newspaper published in the character which he has been studying at school. It seems at any rate open to argument whether some such proposals as those made by Dr. Sundar Lal are not really required if this desirable end is to be attained as fully in the case of boys whose primary education has been conducted by means of text-books in the Nagri character as in that of boys educated through the medium of the Urdu or Persian character. With regard to Dr. Sundar Lal's first proposal one further point may perhaps be noticed. Even the most impassioned advocates of the "common language" may perhaps admit that there is a certain advantage involved in improving the vocabulary of all students in the upper classes of our primary schools by making them acquainted with the alternative words which they would be likely to find employed for the expression of particular ideas, either in the Hindi or in Urdu newspapers and current literature of the day. This advantage seems to be secured by Dr. Sundar Lal's first proposal as modified by the majority of the Committee.

35. On the question then of the language of the readers for classes III and IV the recommendations of this Committee, carried in each case by a majority only are—

- (1) that in the readers prepared for the classes III and IV, while the subject-matter and language of the prose lessons should generally be identical in the readers printed in the *Deva Nagri* and in those printed in the Persian character, the occasional use of different words to express the same idea, on the principle of employing in each species of readers the word regarded as likely to be best suited to the understanding of pupils whose education is being conducted through the medium of that particular character, should be permitted, subject to the condition that in each case the alternative word employed in the corresponding passage of the reader printed in the other character should be inserted in brackets or in a marginal note.
- (2) that in each of these readers six prose lessons may be inserted which will not be identical in the two sets of readers, those included in the readers printed in the *Deva Nagri* character being taken from recognised *Hindi* books or newspapers and those in the readers printed in the Persian character being taken from similar works published in Urdu. The passages selected will of course be subject to the approval of the department of Public Instruction, and they should be graduated in difficulty and in the simplest possible language consistent with the general purpose of assisting the pupils to acquire some facility in reading the current literature of the day published in the alphabet which has been made the medium of their instruction.

36. In this connection a further question was raised regarding the publication of the primary school readers and text-books generally. We have done our best in the recommendations we have framed regarding the curriculum for primary schools to do away with text-books as far as possible. The question of publication really affects only the readers and the books on arithmetic. As regards the readers we note with approval that the copyright of the new set of readers when prepared will belong to the Department of Public Instruction. We concur in the recommendation already made by the Rural Education Committee that the printing and publishing of these books should be entrusted to some firm or firms of publishers upon terms to be settled by previous agreement. As regards the arithmetic books, the present system in effect leaves the compilation and publishing of suitable books entirely to private enterprise. The Department of Public Instruction merely publishes a list of arithmetic books which it considers suitable for the instruction of particular classes. The schools are left to make their own choice amongst the books which have thus received official recognition. Presumably the theory is that the firm of publishers which succeeds in putting forth the best set of books at the most reasonable price will obtain an advantage over the others. We do not deny that there are certain advantages about free competition in such a matter. At the same time we think we ought to call the attention of Government to the fact that the existing system is open to two objections:—

- (1) We think that inducements are sometimes offered to teachers, and to members of the inspecting staff, to push the sale of

one set of books rather than another, and that this is very undesirable.

(2) We are inclined to think also that, if the Department of Public Instruction could compile or acquire an arithmetic book suitable for primary schools, the copyright of which would belong to the department, and arrange for the publication of these books in the same way as the readers, it should be possible to put a good arithmetic book in the hands of each pupil at a cheaper rate than under the present system.

We are not prepared to make any positive recommendations on this point, the question being substantially a departmental one as to which it is not easy for this Committee to pronounce a final opinion. We have thought it right to refer to the matter and to recommend the above remarks to the consideration of the Department of Public Instruction and the Local Government.

37. The important question of religious education in State schools was not only recommended to our notice by the Government resolution under which we are working, but has been particularly pressed upon us from the Muhammadan point of view by the memorial of the Aligarh Conference—vide paragraph II (6) on page 4 of the printed record of their proceedings. There was much discussion on the subject in our Committee and considerable divergence of opinion. We finally divided upon the plain issue stated as follows :—

“ It is advisable that religious instruction be permitted to be given at all in schools which are under the management of district and municipal boards ? ”

A majority of the Committee voted in the negative, their main argument being that any scheme which could be devised for the purpose would be likely to stir up religious differences, more especially in village schools. They further consider the proposal unnecessary as it will in any case be open to any community to arrange for the religious instruction of its boys out of school hours. Some members of the majority also consider that the acceptance of the proposal would involve too large a departure from the Government's policy of neutrality in religious matters. Mr. Kunj Bihari Lal, in concurring with the majority, desired to state that, while he considered any attempt to arrange for religious instruction in board schools inadvisable at present, he was of opinion that the question is one which should be re-considered after we have seen the results attainable by encouraging aided schools in which religious instruction is given. The minority

Mr. Lupton, the Raja of Pirpur, Mr. Asghar Ali Khan, Mr. Streatfeild and Dr. Sundar Lal, noted in the margin voted in the affirmative on the question as put, Mr. Lupton stating that he was of opinion that the door should be left open for experiment in this direction in the case of particular schools

of a homogeneous character, and the Raja of Pirpur stating that he was in favour of arrangements for religious instruction being made for Muhammadan boys only, the matter being one which in his opinion concerned more directly and peculiarly the Muhammadan community. We desire to add that if anything should be attempted in the way of meeting the wishes of the minority of our Committee it should be done by the gradual extension of rule 74 of chapter IV of the Education Code, or some rule framed on the same lines, to all classes of schools. In no case should the boards be made responsible for the selection or appointment of religious teacher

in any school under their management. We note that Muhammadan opinion seems to be that the rule above referred to is practically a failure in the schools to which it applies ; but this may be due to want of organized effort. In this same connection our Muhammadan members desire us to note that in their opinion the two half-hours per week spoken of in the above rule are quite insufficient, and that arrangements ought to be made for religious instruction for a period of half an hour daily after the ordinary school hours. It will be seen however that the majority of our Committee has arrived, with more or less reluctance, at the conclusion that nothing more can be done in the way of religious instruction in board schools beyond the inclusion of lessons of a moral tendency in the readers and the utilizing of the passages of poetry included in the curriculum more particularly with a view to imparting moral lessons.

38. Closely connected with the question of the curriculum generally is that of school hours, school holidays, and the setting of home tasks.

As regards school hours we agree with the recommendations of the Hygiene Committee on page 16 of their printed report as to the total amount of work to be expected from the boys in various classes in the course of the school day. We suggest however that half-hour periods are too short and would lead in practice to waste of time ; we should prefer to see the periods of study extended to three-quarters of an hour with longer intervals than five minutes.

One section of our Committee would press for liberty being allowed to the teachers to distribute the working hours of particular classes (or of individual boys in classes A and B), as might appear most convenient in each case, over a total school-day not exceeding six hours. This would, it is suggested, meet the convenience of older and younger boys travelling to and from school in company. Another section of the Committee, while raising no objection to special treatment in the case of individual boys, is of opinion that the total hours in school proposed by the Hygiene Committee should not be exceeded in the case of any class ; and that in certain circumstances economy both in school accommodation and in the teachers' time could conveniently be secured by the meeting of some of the preparatory classes in the morning and some in the afternoon. We are in general agreement with the recommendations made by the same Committee on page 17 of their report, but we are opposed to setting of formal home-tasks in primary schools. We would rather encourage boys to read at home and to make free use of school libraries. This is a point we have not yet touched upon. We observe that orders have recently been issued recommending the institution of small libraries in connection with selected upper primary schools. We are of opinion that there ought to be a lending library attached to all schools teaching the full primary curriculum, and that the development of such libraries, the supply of suitable books, and the encouragement of pupils to make free use of the same for home reading should be regarded as an important object to be kept in view by the district and municipal boards and by the Department of Public Instruction.

39. As regards school vacations and school holidays, there was considerable diversity of opinion in our Committee. We are agreed that we do not desire to interfere with the existing practice in urban schools. We are in favour by a majority of relaxing the existing rules on this point for village schools, so as to allow the district boards to give one month's holiday at each harvest instead of fifteen days at present. The precise period

would have to be fixed for each district in consultation with school committees where these exist. The real difficulty in the way of granting so long a period of vacation appears to lie in the number of festivals for such schools which are directed to be observed under the existing arrangements. Some members of those who finally agreed to the granting of one month's vacation at each harvest would accept this recommendation with the suggestion that the list of holidays might be revised by each district board with a view to the necessities of individual schools. We considered also in this connection the recommendations of the Aligarh Conference with regard to certain particular Muhammadan festivals. On the whole however the majority of our Committee is in favour of leaving the list of holidays as at present.

40. The next point recommended for our consideration by the Government resolution is—

*III.—Education for special classes.*—We have dealt in part with some of the questions arising under this head in connection with the differentiation of curricula between urban and rural schools. Although we have pronounced a general opinion against such differentiation we have pointed out that the observation lessons and nature study are capable of being varied so as to provide for the special needs of the rural population, and our recommendations with regard to the teaching of patwaris' papers and village maps are obviously applicable in the main to village schools. Apart from this we think that as a general principle the particular needs of special classes in the way of education must be left to be dealt with so far as practicable by means of aided schools. A discussion on the subject of the education of the depressed classes was initiated by Mr. Ganga Prasad Varma, and a number of propositions were brought forward by him and discussed at some length. We are all agreed that it should be clearly understood that all primary schools are open to all classes of the population, and that teachers are expected to use their influence towards overcoming opposition to the attendance of children of the "untouchables" where such opposition is found to exist. A majority of the Committee voted against a proposal that teachers should be stimulated by capitation grants, whether based on attendance or on examination results, to encourage the attendance of children of the depressed classes. The members in favour of the suggestion were Mr. Ganga Prasad Varma, Mr. Asghar Ali Khan, Mr. Clancy, and Mr. Ghasi Ram. Some of the majority however, while rejecting this proposal, desire to record their opinion that teachers should be given to understand that success on their part in promoting the attendance of children belonging to the depressed classes, without detriment to the general popularity of the school, would be reckoned as good service and would favourably affect their prospects of promotion. There was a majority (Mr. Piggott, Mr. Fremantle, Mr. Richardson, and Mr. Clancy dissenting) in favour of a proposal that, in any locality where the *panchayat* of a particular caste of depressed classes was prepared to guarantee a suitable building and the attendance of at least twenty pupils, arrangements should be made to open a separate school for such castes under a suitable teacher. We are all agreed that Government should give effective help wherever any organization effort is being made under suitable management by any philanthropic or missionary organization towards the promotion of education amongst the depressed classes. The question will be further considered in connection with the subject of aided schools.

41. Closely connected with the above is the question of half-time schools. There was much divergence of opinion on this point, several members of the Committee considering that the experiment was one which had been tried and had failed, and that it would never be popular with the parents. On the whole, we are prepared to concur in a recommendation that half-time schools might be tried experimentally wherever they seem likely to be popular, more especially in backward and inaccessible tracts. Some members of the Committee would restrict the experiment within very narrow limits by suggesting that the Local Government might select specified tracts or districts for the purpose; but the majority of the Committee think it probable that a few schools of this class might be started experimentally in every district with some prospect of success, and would leave it to district boards to try the experiment wherever they think proper. The general feeling of the Committee was that not more than half a dozen or so of such schools should be tried for the present in any one district. The chairman found himself alone in suggesting the possibility of the admission of half-timers to full-time schools, the rest of the Committee being all of opinion that no such experiment could be tried with any prospect of success. The curriculum for half-time schools should be limited to that laid down under the heads of "reading," "writing," and "arithmetic" in the curriculum proposed for ordinary primary schools, all other subjects being omitted. There was a difference of opinion in the Committee as to whether any half-time schools could be expected to sit both morning and afternoon, taking one set of pupils in the morning and another set in the afternoon. Five members of the Committee, (Mr. Piggott, Mr. Fremantle, Mr. Lupton, Mr. Richardson, Mr. Kunj Bihari Lal) think that this should be considered the normal type of half-time schools, or at any rate that wherever half-time schools are started an attempt should be made to see if they could not successfully be worked on these lines. The rest of the Committee either considered such a type of school distinctly undesirable or thought that it was an experiment which might be tried in preparatory schools which included classes A and B alone. On the whole the feeling of the majority was that the experiment was one which might be left to be tried by particular district boards where they thought it likely to be successful, but that it was unnecessary to put forward any specific recommendation on the point. We also considered the question whether night schools for the use of the labouring classes or artizans could successfully be tried in towns or large villages. We are informed that experiments in this direction have been made in Benares, Bareilly and Gorakhpur, as also at Mau in the Azamgarh district. We think the experiment one that might be tried in particular localities; such schools would be intended primarily for the use of labouring men, or of boys who had left the regular primary schools after receiving some smattering of education. There seems no adequate reason however for fixing any age-limit for such schools, as they might attract a few boys who would not otherwise attend any schools whatsoever.

42. We may conveniently mention in this connection that we considered also the question of school fees. We are of opinion that where half-time schools or night schools are tried it might be advisable if district boards remitted the fees altogether, at any rate to start with. As regards the question of fees generally a proposal by Mr. Ganga Prasad Varma to reduce the maximum fee in primary schools to the sum of one anna was supported by one-half of the Committee, the other members in favour of

it being Mr. Asghar Ali Khan, Dr. Sundar Lal, Mr. Ghasi Ram, Mr. Kunj Bihari Lal and the Raja of Pirpur. The remainder of the Committee would leave the rule as it stands, except that Mr. Streatfeild would go even further and abolish the maximum altogether. The Committee concurred in the suggestion that district boards should be advised to allow exemptions from the payment of fees up to the amount of 10 per cent. on the fees leviable in a district. We are not in favour of the suggestion thrown out in the Government resolution that the remission of fees would be specially appropriate in the upper classes of our Primary schools.

43. The next point for consideration is—

*IV.—Buildings.*—This was separately considered by a sub-committee of our own members, whose report will be found as appendix D. That report was reconsidered in detail by the Committee as a whole, and it may be noted that it was drawn up before we had arrived at our decision with regard to "Primary" and "Preparatory schools" or had considered the question of the allocation of such schools amongst various districts. Our Committee was obviously not suited for the preparation of anything like a standard plan, nor would it appear that such action on our part was contemplated by the Government resolution. We were asked merely to examine the existing standard plans, and to do so more particularly with a view to any practical simplification or cheapening which will not involve heavy recurring outlay on repairs. Now our views on the whole question of buildings are governed by the decisions we have come to with regard to "Primary" and "Preparatory schools" respectively. The ideal Primary school contemplated by us would be one requiring accommodation for 180 to 200 boys, and in towns and large villages it will probably be found advisable to arrange for buildings of this standard of accommodation. In other places it should be sufficient to locate the Primary school in a building suited for the accommodation of 90 to 120 boys. If necessary, accommodation might be found for the lower classes of such a school in some neighbouring building acquired locally, such as we propose to suggest as being ordinarily suitable for Preparatory schools. Even by this standard however the building provided by the plans which we are directed to examining is too small. We are further of opinion that all Primary schools should be housed in permanent buildings made of substantial materials. The cost of repairs is apt to make a cheaper form of building more expensive in the long run. The roof provided by the standard plan under examination seems to us unsuitable from this point of view. We condemn the use of country tiles for roofing as not permanent and apt to involve heavy expenditure on repairs. The type of roof might differ from district to district; but it should be of a permanent kind such as jack arches (as recommended by the Committee on School Hygiene), reinforced concrete, lock tiles, or something of the sort. Iron is to be preferred to wood wherever possible in the construction of these buildings. We concur with the Committee on School Hygiene in emphasizing the necessity for top ventilation and for the adequate lighting of the building. With regard to the size of class-rooms we consider that 360 square feet might be accepted as sufficient; the shape of the rooms should be as nearly square as possible, consistently with economy in building. Primary schools in urban areas should, as far as possible, be provided with compounds, and in the case of new schools this requisite should be particularly borne in mind. The compound should always be

large enough for the physical exercises included in the curriculum, and wherever possible, it should also allow space for the purposes of a playground and for such school gardens as we have recommended.

44. With regard to Preparatory schools our recommendation is that, for the present at any rate, as little money as possible should be spent on the building of such schools. Existing buildings should be made the best of as long as possible. We agree with the suggestion thrown out in the Government resolution that the stability of the local demand for education might often be tested by asking the persons who are desirous of seeing a Preparatory school established in a particular locality to place a suitable building at the disposal of the district board. Even where this cannot be secured, we are of opinion that buildings adequate to the needs of a Preparatory school might frequently be hired. In other cases district boards might arrange for the housing of a Preparatory school in a building of a purely temporary character, such as the "simple open shed" referred to by the Committee on School Hygiene at the top of page 3 of their printed report. Where however a district board is satisfied that a Preparatory school is permanently established in a particular place and cannot be conveniently accommodated by any of the methods above suggested, the building provided should be of a permanent character, being in fact such as we have recommended for Primary schools, only reduced in size in accordance with local needs. With regard to the housing of schools generally and to their furniture and equipment, detailed recommendations are to be found in the report of the Committee on School Hygiene. It will be for the Local Government to consider how far any of the recommendations made by that Committee are to be regarded as counsels of perfection, the realization of which must remain subject to financial exigencies. We desire however to express our general concurrence with the recommendations made by the above-mentioned Committee in paragraph 8 on page 4 of their printed report. We particularly endorse the recommendation in favour of providing small mats for each scholar rather than strips of matting over the entire floor.

45. The next subject for consideration is a very important one—

*Aided and indigenous schools.*—The existing system has been found unsatisfactory in two directions. On the one hand district boards have been left without sound general principles for their guidance, so that they have pursued divergent lines of policy in the matter of fostering aided schools or the reverse. On the other hand, their discretion has been fettered by a set of rules unnecessarily rigid and detailed, regulating the amounts of the grants-in-aid and the conditions under which the same may be given. The first point then is to lay down some broad lines of policy to be followed by boards, when considering such questions as the proposed conversion of an existing aided school into a board's school, or the opening of a new school in a particular place as an aided school or as board's school. Our recommendations on this point must be considered subject to the detailed proposals we have tentatively worked out as representing for each district the number of Primary and Preparatory schools for which provisions has to be made. The principles on which we agreed to proceed will be found later on set forth in detail in a note drawn up by our secretary, whose services in this connection have been invaluable and deserve our particular acknowledgment. It will be seen that, excluding the Kumaun division, we propose as necessary to meet the requirements we have laid down a total of 3,463 Primary schools and 4,949 Preparatory

schools. The first principle we now desire to lay down is that the Primary schools shown in our statement and required to make up the total above referred to should consist of boards' schools. As a matter of fact the number of existing aided schools teaching to the upper primary standard is very small, only 360 in all according to the figures given in the report for the year ending March 31, 1912. The full primary curriculum is not likely to be taught efficiently in aided schools, except in the case of schools under particularly strong management, and these will, as a rule, be schools which in one form or another cater for the needs of special classes. It is extremely difficult for us at present to forecast the consequences of the practical working of revised grant in-aid rules which we are contemplating. To begin with however, any new aided schools which may be called into existence by the operation of these rules are likely to be Preparatory schools only. We would not debar district or municipal boards from giving grants-in-aid to Primary schools; but we think it advisable that for the present at any rate, aided Primary schools should not be used so as to make up the total of 3,463 Primary schools shown in our appendix A, but should be treated as supplementary to that total. The grants-in-aid will in fact only be given to Primary, as distinguished from Preparatory schools, under special circumstances and where the board concerned is thoroughly satisfied as to the efficiency of the management and of the teaching in such schools. This principle should be borne in mind when considering whether any particular existing upper primary aided school should continue to receive aid as such. More particularly the question should be considered whether such school commands more interest and support locally as an aided school than it would as a board school.

46. Apart from existing aided Primary schools we are of opinion that new Primary schools (that is to say schools teaching the full primary curriculum) should not be started as aided schools, unless they serve some purpose which would not equally be served by a board's school in the same place. It seems best to lay down this principle in the broadest possible terms; but we may suggest a number of cases as illustrations of our meaning. We are thinking mainly of schools which cater for the special needs of particular classes of the community. A *maktab* or *pathshala* under responsible management may teach efficiently the full primary curriculum, or a curriculum equivalent thereto, and may also desire to give religious teaching, or instruction in classical languages, particularly suited to the needs of the community for whose benefit it exists. Again, a school under the management of some missionary or philanthropic body may cater in a special way for the needs of the depressed classes and meet those needs in a completer and more efficient manner than could be done by means of a board school. Or again, some body of zamindars, the managers of some co-operative association, or the representatives of a particular caste in a certain locality may desire to maintain an aided Primary school and may satisfy the board concerned that the school will attract more interest and secure greater support locally in this form than it would do as a board's school. In all such cases the board should be at liberty to encourage a school of this kind by grants-in-aid; but such aided schools should be treated as supplementary to the total number of schools teaching the full primary curriculum which we have laid down as requisite for a particular district.

47. As regards Preparatory schools the position is not quite the same. The standard which we have laid down presupposes that for every school

teaching the full primary curriculum from class A to class IV, there will be either one or two more Preparatory schools situated within the area served by the said Primary school and affiliated to it. We see no objection to district boards making use of aided schools in order to make up the total number of Preparatory schools required.

48. A distinction should be drawn between genuine aided schools in which some substantial portion of the expense is borne by the manager or by the school committee, and those schools which are "aided" only in name, being practically nothing but a cheaper and less efficient board's school, depending wholly on the grant-in-aid, *plus* any fees realized, for their support. Schools of this latter class should either be converted, as funds become available, into board schools, or should be replaced by genuine aided schools under the revised grant-in-aid rules which we propose. This process should continue until the full number of Preparatory schools laid down in our distribution statement as required by the particular district concerned is made up, either by schools under boards' management, or by genuine aided schools. These nominally "aided" schools are in effect the "venture schools" referred to in the Government resolution. If our proposals are fully carried out they can only continue to exist in districts which have already worked up to the full number of Preparatory schools laid down in our schedule and find that there is still a demand for more Preparatory schools which cannot fully be met by the creation of genuine aided schools under the new grant-in-aid rules. We should have been glad to recommend the abolition of these "venture schools" altogether; but it has been necessary for us to frame our proposals for the province as a whole, so as to bring every district up to a certain indispensable standard. The result is that in a few forward districts it may still be found necessary for a time to continue to use schools of this type as a cheaper substitute for board schools. One of the very first demands on Government in the event of further funds becoming available should be the money necessary for the conversion into board schools of such of those schools as may remain. Existing schools of this type must be permitted to continue receiving grants-in-aid under the existing rules and not under the rules as revised by us, subject to the general policy of converting them as soon as possible either into board schools or into genuine aided schools. The efficiency of aided Preparatory schools should be carefully supervised. An aided Preparatory school should not be permitted to open a new class without the sanction of the board. So far as is possible the irreducible minimum of teachers which we have laid down as necessary for board schools should be enforced in the case of aided schools also; though it may be necessary to make occasional exceptions in favour of schools giving religious teaching or which cater for the needs of the depressed classes. It has occurred to us that some difficulty may arise with regard to both board and aided schools which desire to pass from the Preparatory to the Primary stage. There may be, for instance, a Preparatory school already teaching classes A, B, I and II, which has not yet been prepared for conversion into a school teaching the full primary curriculum, but which may propose to open a class III instead of sending the boys desirous of entering that class to the Primary school to which it is affiliated. It must be clearly understood that such an experiment should be permitted only in exceptional cases and where there is a good prospect of turning the school concerned within a reasonable time into a full Primary school. In fact a school teaching up

to class III should be regarded as a Primary school in embryo, and should not be allowed to continue if it does not grow into a full Primary school within a reasonable time. Ordinarily speaking, we think that a new class III should not be opened in any Preparatory school unless there are at least ten pupils available for the new class. We trust we have made it clear that in our opinion every Preparatory school, whether board or aided, should be definitely affiliated to some Primary school within walking distance from it. The most genuine test of efficiency which can be applied to the working of any Preparatory school is whether the said school is effectively passing on a reasonable proportion of its pupils to the Primary school to which it appertains.

49. We have considered in detail the existing grant-in-aid rules in the Board Manual, and though we do not desire to put forward anything claiming to be a final and complete draft of rules, we are prepared to make the suggestion that rules framed on the following lines should be substituted for those at present existing:—

- (1) Grants-in-aid should not be made to Preparatory schools containing classes A and B only, unless there is a reasonable prospect of such schools being able to add another class within a reasonable period, which may ordinarily be fixed at two years. A special exception to this rule might be permitted in favour of schools for the depressed classes. (Mr. Fremantle and Mr. Lupton dissent from this proposal unless accompanied by a further exception in favour of schools which serve as effective feeders for a neighbouring Primary school.)
- (2) The grant-in-aid in favour of any Primary or Preparatory school may extend to half of the total salaries of the teachers employed. This total should be calculated either on the actual salaries of the teachers employed or on the salaries which would be paid to such teachers if they were employed in board schools whichever of the two may be less.
- (3) The following conditions should be enforced with regard to aided schools generally subject to the exceptions in favour of "special schools," which will be considered in the next paragraph:—
  - (a) The school must have a manager or committee of management approved by the board, capable of guaranteeing that the other moiety of their salary is actually paid to the teachers.
  - (b) Suitable accommodation must be provided to the satisfaction of the inspecting officer.
  - (c) Correct accounts and other prescribed registers must be kept up.
  - (d) The curriculum must be at least equivalent to that laid down for half-time schools under board's management according to the recommendations previously made by this Committee.
  - (e) The accounts and registers, and the school itself must be open to inspection under the orders of the district board or the Department of Public Instruction.
  - (f) Qualified teachers must be employed, the minimum qualification being the passing of the examination prescribed for

scholars at the end of their full course of primary education ; or the board must otherwise be satisfied that the teacher concerned is capable of teaching the curriculum. This is a matter as to which the Department of Public Instruction may perhaps lay down rules hereafter.

- (g) We think that no general standard should be laid down with regard to the average attendance necessary to qualify a school for receiving a grant-in-aid. The standard must be fixed in each district separately with regard to local conditions.
- (h) The inter-school rules prescribed by the Department of Public Instruction must be followed.
- (i) The supply of books and equipment must be adequate to the satisfaction of the board. It may perhaps be convenient for boards to prescribe rules on this point.

50. Over and above the general rules thus laid down we desire to recommend certain modifications in favour of what we may describe as "special schools." By these we mean—

- (a) *maktabas*,
- (b) *pathshalas*.
- (c) schools for the depressed classes,
- (d) any other school which caters in a peculiar manner for the needs of some special class.

For the purpose of these rules we mean by "*maktabas*" and "*pathshalas*" schools primarily intended for Muhammadan and Hindu pupils respectively, which give some form of religious instruction suited to the needs of the particular community for which they are intended, in addition to secular teaching. Such schools might come in under the general grant-in-aid rules already proposed ; but in view of the fact that some of these special schools may desire to teach up to the full primary standard we think it desirable to lay down that they must use either the readers prescribed for board schools or an alternative set of readers approved by the Department of Public Instruction. Though we were not unanimous on the point, we are disposed to recommend that such schools, if purporting to teach up to the full primary standard, should include in their curriculum geography to the extent prescribed for board schools, as well as regarding writing and arithmetic. We would not lay down any special qualifications for the teachers employed in such schools. It will be sufficient if the board making the grant-in-aid is in any way satisfied that the teachers employed are qualified to teach the curriculum. There was a considerable division of opinion as to whether specially favourable terms should be offered to aided schools of this class, and, if so, in what form the offer should be propounded. Dr. Sundar Lal proposed that, in addition to the half of the salary of the teachers employed in teaching the secular curriculum which might be earned under the grant-in-aid rules already proposed, schools giving religious instruction might be allowed a special grant up to some fixed limit (say Rs. 4 per mensem as suggested by one of our Muhammadan witnesses), towards the salary of the teacher employed to give the said religious instruction. The general question was put to the vote as to whether it was desirable to permit all district and municipal boards to make any specific grant towards religious

instruction as such. The majority of our Committee voted in the negative, the dissentients being noted in the margin. There were however members who voted in the majority Pirpur and Mr. Kunj Bihari Lal. on the resolution as put in this particular form, who nevertheless desire to encourage schools of this class by putting them, in some way or other, on a more favourable footing than ordinary aided schools. The motion was then put whether the grant-in-aid permissible for *maktabas*, *pathshahas* or any other school giving suitable instruction in the religion professed by its pupils, might not be higher than one-half of the salaries of the teachers as allowed under the ordinary rules. On the resolution as thus put, only Mr. Ghazi Ram, Mr. Ganga Prasad Varma, and Mr. Kunj Bihari Lal voted in the negative. Of the remaining members of the Committee, three would have been prepared to make it permissible for district and municipal boards to give a grant-in-aid to such schools up to the full salaries of the teachers engaged for the purposes of secular instruction, subject only to the conditions laid down in the rule already proposed, namely that the salaries should not exceed those which would be paid to teachers possessing the same qualifications in board schools. The whole of the remaining members of the Committee concurred in a recommendation that the grant-in-aid rules permissible to schools of this class should be up to three-fourths of the salaries of the teachers engaged for the purpose of secular instruction, subject to the conditions already noted. This may be taken to be the decision of the majority of our Committee on this point. Mr. Richardson however desires to have it noted that he would have preferred to amend the previous rule so as to make the grant-in-aid permissible for all kinds of aided schools up to an amount equal to three-fourths of the salaries of the teachers. With regard to schools for the depressed classes a majority of the Committee was in favour of recommending, as a special concession, that the grant allowed for such schools might extend to the full salaries of the teachers employed, subject

Mr. Fremantle, Mr. Richardson, the Raja of Pirpur, Mr. Asghar Ali Khan, Mr. Kunj Bihari Lal. to the condition already noted. The minority in the margin would have reduced this proportion to three-fourths as in the case of schools giving religious instruction. For the schools in class (d)

previously referred to, we recommend that, in addition to the grant-in-aid admissible under the ordinary rules, such schools should be permitted to receive a further special grant, the amount of which need not be definitely limited, towards whatever form of special teaching outside the ordinary curriculum is maintained by the particular school in question to meet the needs of the class for which it caters. There might, for instance, be a special grant towards the teaching of account-keeping by Indian methods, and arithmetic on the *mahajani* system, to schools making a speciality of these matters, or a grant for special instruction in agriculture in favour of schools maintained for this particular purpose by some local *panchayat* or body of *zamindars*. In this connection Mr. Clancy raised a question as to whether industrial schools teaching a half-time curriculum should be permitted to earn a further grant under these rules. The Committee was almost equally divided on this point. Dr. Sundar Lal, Mr. Ganga Prasad Varma, Mr. Asghar Ali Khan, the Raja of Pirpur and Mr. Streatfeild voted against it. The objection is that where the industrial education given in such schools is really efficient a grant-in-aid may be earned from provincial revenues, and that district or municipal boards would not be in a position to test the efficiency

of the industrial training. Some members were also inclined to regard any grant specifically made for industrial training as a diversion of the money intended for the support of primary education from its real object. The remaining members of the Committee however were prepared to accede to Mr. Clancy's argument that schools of this class, which undoubtedly serve a useful purpose, might require some assistance in their early stages before the technical instruction given therein had reached the standard necessary to qualify for a grant-in-aid from provincial revenues. In the opinion of the majority schools of this class might be permitted to earn a special grant-in-aid along with the other schools in class (d) catering in a particular manner for the needs of special classes. We think however that the grant made for this purpose should not exceed that already provided towards the ordinary primary education given in any such school.

51. There was considerable controversy amongst us as to whether a school which might otherwise be qualified to receive a grant-in-aid under the revised rules should be prohibited from receiving the same on the ground that it also gave English teaching in some of its classes. The present position is certainly anomalous, for district boards are absolutely prohibited from assisting such schools, while municipal boards are permitted and apparently expected to do so. The real objection to the making of grants-in-aid to such schools is that if the English teaching is really efficient, assistance can be obtained from provincial revenues; that district and municipal boards are not likely to concern themselves with the efficiency of the English teaching, and that the teaching of the English language in some urban schools of this class is very much the reverse of efficient. There was however a considerable majority in favour of a resolution making it possible for district as well as for municipal boards to make a grant-in-aid, subject to the conditions already laid down, towards the teaching of the vernacular sections of schools which also give some teaching in the English language, provided the teaching of English does not begin before class III. Messrs. Richardson, Streatfield and Kunj Bihari Lal alone definitely dissented from this recommendation, considering that it would be a preferable alternative to revise the rules in the Educational Manual so as to make it easier for such schools to be helped out of provincial revenues. Mr. Ghasi Ram in giving his adherence to the opinion of the majority desired to qualify it by the suggestion that schools of this class should not be aided unless situated at district headquarters.

52. In connection with this matter we went in detail through the district board rules bearing on primary education, and there was a good deal of discussion as to whether we should recommend any specific changes in any of these rules other than those referring to grants-in aid. It is obvious that the rules, as a whole, will have to be considered and redrafted if many of the recommendations of this Committee are accepted and acted upon. It seems unnecessary to point out the number of cases in which the rules as they stand are superseded by various recommendations which we have made. One or two definite points may however be noted. In rule 39 dealing with scholarships we would omit the qualification involved in the words "the number given should be not less than one-tenth than the number of boys who pass the upper primary examination in the district and may vary each year as required." With regard to grants for the building or equipment of aided schools we see no practical advantage

in laying down any specific limit for the grants. It might be left to the discretion of district boards, which are not likely to have sufficient funds available to admit of extravagance in such a matter. Another question incidentally discussed by us, which, strictly speaking, falls under the head of aided schools, was whether such schools should be permitted or encouraged to open training classes for teachers. We are agreed that it should be open to the Department of Public Instruction to recognize training classes for teachers started in selected aided schools, to inspect the same and to grant the certificate, provided it is satisfied as to the efficiency of the training given therein. The Committee by a majority (Mr. Ganga Prasad Varma and Mr. Ghazi Ram dissenting) are of opinion that such schools might be encouraged by special grants-in-aid towards the support of the training classes, provided the instructors are either normal school passed men or possess at least equivalent qualifications.

53. We now pass on to consider the next subject specified in the Government resolution, viz. :—

*VI. Girls' schools.*—Hitherto our work has been limited to considering the report of the special Sub-Committee on Female Education, which will be found as appendix C to the present report. We gave particular attention to two points on which there was some difference of opinion in the sub-committee itself, as shown by the note addod by Mr. Moti Lal Nehru to that sub-committee's report.

- (a) As regards the admission of girls to boys' schools the general feeling of our Committee was in favour of the report of the sub-committee as originally printed. Indeed Mr. Streatfeild, Mr. Ganga Prasad Varma and in the main Mr. Kunj Bihari Lal would have been prepared to go further, and would fix no limit to the age at which a girl may be permitted to continue her studies in a boys' school, provided she herself desires it and her parents or guardians consent. Mr. Lupton remarked that he would have been glad to concur in this view himself, but he felt the weight of public opinion to be against it. Mr. Clancy and Mr. Richardson would prefer to accept the recommendations of the sub-committee as originally framed, but with an exception in favour of schools for the depressed classes, or for any classes which do not ordinarily observe *pardah*. Mr. Fremantle desires to note his opinion that the case in favour of co-education has been too timidly put in the sub-committee's report, and that the education of girls, up to a low limit of age, in boys' schools should, if only on grounds of economy, be encouraged rather than merely permitted. We also wish to add that we see no objection to permitting little boys (up to the age of eight years) to attend Primary schools for girls, subject to the consent of the authorities responsible for the management of the girls' school in question.
- (b) As regards male teachers, Mr. Ghazi Ram and Mr. Asghar Ali Khan are opposed to their employment and would tolerate it only as a necessary evil and in exceptional cases. The remainder of our Committee are satisfied with the recommendations of the sub-committee on this point as originally framed.

On a few matters of detail we desire to supplement or to qualify the recommendations of the sub-committee as follows :—

- (i) We recommend that female candidates for teacherships, who have received any form of training, should be granted certificates engrossed on handsome paper, specifying their qualifications.
- (ii) As regards urban schools, we recommend that arrangements for the supply of conveyances or escort should be made wherever necessary, and that grants-in-aid may include a grant towards the cost of conveyances.
- (iii) With regard to visiting governesses, we think that the realization of the fees due to them from private individuals should not be left either to the governesses themselves or to the municipal boards. The system of visiting governesses should not be encouraged at all except where the boards can deal with some responsible managing committee capable of guaranteeing the realization of the fees. Mr. Ganga Prasad Varma desires to place it on record that he is opposed to the whole system of visiting governesses if it is to be treated on the basis suggested by the sub-committee, viz. as a luxury for comparatively well-to-do classes. He would limit the application of the system to places where there are a number of indigent *pardah* ladies, and would not concur with the sub-committee in insisting on the realization of a substantial portion of the governesses' salary by means of fees.
- (iv) We desire to record our opinion that district committees on female education, as at present constituted, are of little or no practical use. Local sub-committees might be found useful where they can be constituted.
- (v) Mr. Ganga Prasad Varma and Mr. Kunj Bihari Lal desire to record their dissent from the recommendation of the sub-committee against encouraging the admission of girls to Primary schools for boys by means of some system of capital grants.

Except as above stated, we may be understood as endorsing the recommendations of the sub-committee.

54. We now come to the next question in the Government resolution, viz.—

*VII. Inspection and control.*—At the conference with chairmen of district boards we found that there was a good deal of feeling with regard to the recent orders transferring deputy inspectors and sub-deputy inspectors to the control of the Department of Public Instruction. The change has been very recently introduced and it is not easy to say how it will work in practice. The members of the Committee generally are satisfied with the terms of the Government resolution on the subject and do not desire to suggest any change of system at present. We think that, while deputy inspectors should be allowed full liberty to correspond demi-officially with their inspectors it will be found convenient in practice if the deputy inspector's official correspondence passes through the hands of the chairman of the district board and is countersigned by him or on his behalf, just as the correspondence of the superintendent of police with his department passes through the hands of the District Magistrate. We certainly do not want a separate office for the deputy inspector leading to official

correspondence between his office and that of the district board. What the Government resolution of July 31, 1912, lays down on this point is that "the deputy inspector's office will remain a part of the district board's office and he himself will be an assistant to the chairman in educational matters." The rule published in the Gazette of November 30, 1912, lays down that "the Commissioner shall, in consultation with the inspector, determine what establishment and what office accommodation are required for the office of the deputy inspector. The board shall provide the establishment and office accommodation fixed by the Commissioner." If this rule is properly understood, subject to the orders laid down in the Government resolution of July 31, we can see no objection to it. There has evidently been friction in some places between the deputy inspector and the head clerk of the district board's office but this can be avoided if the deputy inspector has free access to the chairman of the board, and if it is clearly understood that any clerks told off for the work of the deputy inspector are subject to his orders; the arrangements made in the Rohilkhand division, including the allotment of a camp clerk for the work of the deputy inspector, appear to work satisfactorily. The delegation of definite powers to deputy inspectors, on the lines of draft rule no. 27 on page 77 of the District Board Manual, has received attention in some districts and we recommend it for consideration by district boards generally. We may note further that some of the difficulties which we have felt in this connection will be met by the appointment of a full-time paid secretary for district boards. This was a matter which was strongly pressed upon us by the chairmen at our conference with them, and we desire to endorse their unanimous representations in favour of the creation of this post of a full-time paid secretary.

55. With regard to other points discussed in this connection we are agreed that the number of sub-deputy inspectors requires to be raised to a general standard of one for each tahsil, but that in allotting the area to be controlled by each sub-deputy inspector regard should be had to the number of existing schools therein contained. The maximum salary of deputy inspectors should be raised to Rs. 250 and we recommend a travelling allowance of Rs. 2 a day for deputy inspectors and Re. 1 a day for sub-deputy inspectors. There should be a sub-deputy inspector for each large municipality. There was considerable diversity of opinion in the Committee regarding the number of inspectors and assistant inspectors required. A proposal that more assistant inspectors should be appointed and should be made specially responsible for vernacular education was not favourably received by the majority of the Committee. On the whole the Committee was of opinion that the existing number of inspectors would have to be raised by at least one for the Jhansi division; and some members of the Committee also think that one more inspector may be required in addition in order to give relief to the inspector of European schools, who is also in charge of the Kumaun division. The majority of the Committee were against increasing the number of assistant inspectors beyond one for each division.

56. The memorial of the Aligarh Conference raises a variety of questions which may conveniently be considered under this head. On page 8 of their printed report under head V (4)(a) they have recommended the establishment of *maktab* committees in each district consisting of Muhammadan members with a Muhammadan deputy collector as secretary. They apparently contemplate that the appointment of such

committees should be done officially either by the chairman of the district board or by the District Magistrate as such. We are unable to recommend the formation of committees of this kind under the auspices of Government either for Hindus or for Muhammadans or for any other community. The formation of such committees is a matter for the private enterprise of the communities concerned. The special grant-in-aid rules which we have already proposed for *maktabs*, *pathshalas* and similar institutions were prepared with a view to meet the demand implied in the resolution now under consideration. If however a representative committee for the promotion of primary education is effectively constituted by the Muhammadans, or by the members of any other class or community in a particular district, we think such a committee should be recognized by the district board and consulted in the working of the grant-in-aid rules.

57. With regard to school committees generally, it appears to us that the rules on the subject in the District Board Manual have not been followed at all in many districts, and in other places where such committees have been formed, they have not been found of any practical utility. This subject has been developed at length in Mr. Fremantle's note (appendix H). He thinks that the causes of the failure of school committees as at present constituted are—

- (1) that no trouble has been taken in training them for the work they are expected to do;
- (2) that the rules do not provide the members with sufficient work or responsibility to encourage them to take an interest in the management of the school. Mr. Kunj Bihari Lal expressed his concurrence with Mr. Fremantle's view on this point.

The Committee as a whole doubts whether effective use can be made of these committees, but sees no objection to retaining the existing rule on the subject in the District Board Manual. We also concur in remarking that, so far as Act XX towns and notified areas are concerned, use might be made of the partially elected *panchayats* proposed to be constituted, under the new Towns Improvement Act, by endeavouring to induce such bodies to serve as a school committee for the locality. In a similar manner attempt should be made to utilize the services of the *panchayats* of co-operative societies where such bodies exist.

58. Returning now to the memorial of the Aligarh Conference, we note their suggestion that a special Muhammadan inspecting officer might be appointed in each division for the inspection of *maktabs*. In our opinion the proposal in the form in which it is put forward is obviously impracticable. An inspecting officer in charge of the *maktabs* scattered over an entire division would be likely to spend all his time in travelling and to be of little practical use. A definite proposal was made before us that we should recommend that in a few selected districts the experiment be tried of appointing a Muhammadan sub-deputy inspector to be specially charged with the encouragement and supervision of *maktabs*. The Committee was evenly divided on this point:—

*In favour.*

Mr. Piggott.  
 " Fremantle.  
 " Streatfield.  
 " Lupton.  
 " Ashghar Ali Khan.  
 Raja of Pimpur.

*Against.*

Mr. Richardson.  
 " Clancy.  
 " Kunj Bihari Lal.  
 Dr. Sundar Lal,  
 Mr. Ganga Prasad Varma,  
 " Ghasi Ram.

On this Dr. Sundar Lal moved further that, in the event of the Local Government accepting this proposal, similar steps might be taken in the case of *pathshalas* or other schools giving religious instruction. The

Mr. Piggott, Mr. Fre-  
mantle, Mr. Atghar Ali  
Khan and the Raja of  
Pirpur.

majority of the Committee voted for this proposal, the names of the minority being noted in the margin. The minority desire to note that their objection to the proposal is simply that it would create so many difficulties in the way of taking action in this matter that it would almost inevitably result in the Local Government declining to do anything to meet the wishes of the Aligarh Conference on the point.

59. We discussed a number of other points raised by the memorial of the Aligarh Conference, and where we make no definite recommendation in respect of any of these it may be taken that we considered the matter, but we are not prepared to recommend any action. Perhaps the most important point taken is that in paragraphs X and XI regarding the laying down of a fixed proportion of Muhammadans to be employed in various branches of the educational service and to be admitted to normal schools. With the exception of our two Muhammadan members the Committee as a whole was not prepared to recommend action on these lines. We are glad to note that the question of the small number of Muhammadans entering the educational service in these provinces was brought prominently forward in the last report of the Department of Public Instruction, and that both the fact itself and the causes for it have been under the consideration of the Local Government.

60. Connected more or less with the question of inspection and control is a matter regarding which there was a full and interesting discussion in our Committee giving rise to considerable diversity of opinion. This relates to the system by which the promotion of pupils from one class to another is determined. We understand that under the existing system the teacher or head teacher of a school promotes pupils from class A to class B and class B to class I at any time he considers them fit for it. Subsequent promotions are made by the head teacher subject to testing and confirmation by the district inspecting officer. What practically happens is that during the months of January, February and March district inspecting officers are busy testing the results of promotion examination in different schools all about the district. Each head teacher holds his examination two days before the inspecting officer arrives to test it, the date being determined on intimation received of the date fixed by the inspecting officer for his own arrival. Some members of the Committee are inclined to consider this system objectionable. It leads to a confused period of three months during which the boys in any given school must be in ignorance as to when they are going to be examined. The promotions do not fall in together over the whole district, and inconveniences arise when a boy passes from a Preparatory to a Primary school, or from a Primary to a Middle school. On the other hand, if the promotions are left to the teachers, not only is a door opened to favouritism, but pressure of all kinds is likely to be brought to bear on teachers to promote particular boys who are not yet fit for it. In the course of the discussion on this point some members of the Committee expressed the opinion that it would be a good thing to enlarge the responsibility of the head teachers of Primary schools and to emphasize the connection between these institutions and their affiliated Preparatory schools. After the Committee had by a majority (Mr. Richardson, Mr. Clancy, Mr. Asghar Ali Khan and Mr. Kunj

Bihari Lal constituting the minority) voted that some change in the existing system was advisable, we came to a decision that promotions from class A to class B, from class B to class I and from class I to class II might be left to the head teachers of Preparatory schools. We thought promotions from class II to class III and from class III to class IV should be made by the head teachers of Primary schools, both for their own schools and for the affiliated Preparatory schools on the basis of examinations to be held by them. This resolution also was carried by a majority only, Messrs. Fremantle, Richardson and Clancy being in favour of requiring the head teachers of Primary schools also to check the promotions given in the lower classes by the head teachers of Preparatory schools. We then agreed further that the dates for promotion examinations from class I upwards might be fixed by district boards, and we divided on the question whether such examinations should be held yearly or twice in every year. There was a majority in favour of having these examinations half-yearly for classes I and II but not for class III. This means that boys will be expected to spend a full year in class III before going on to class IV. Mr. Streatfeild stood alone in advocating half-yearly examination for promotion in all classes, but Mr. Kunj Bihari Lal, Mr. Ghasi Ram and the Raja of Pirpur favoured a half-yearly examination supplementary only and intended for boys who had failed to obtain promotion at the previous annual examination. We are all agreed that if this system is introduced the work of head teachers, both of Primary and Preparatory schools, in the matter of giving or withholding promotions should be specially enquired into at the next inspection, and the responsibility of teachers in the matter should be brought home to them in all possible ways. Deliberate misuse of the power of giving or withholding promotions should be regarded as a serious offence, more especially on the part of the head teacher of a Primary school. With regard to the final primary examination for boys who have passed through class IV, we are agreed that this should be conducted by the boards' inspecting officers. The boards might be empowered to fix suitable dates, and if considered proper to fix suitable centres, to which the boys who have studied in class IV might be called in for the purpose of examination. This suggestion however is not intended to exclude the alternative plan of district boards arranging for an inspecting officer to visit all the schools in a circle in rapid succession within certain fixed dates and to hold the examination for class IV at each Primary school as he visits it. If the boys are called into fixed centres for the purpose of examination arrangements should be made not to detain any particular boy there longer than one day. Every boy leaving the fourth class after passing the examination which concludes the full course of primary education, should receive a certificate to that effect signed by some responsible officer of the board. In this connection a question was raised as to the remission of the fee of one anna at present charged for transfer or school-leaving certificates. The question seems to be largely a departmental one and several members of the Committee expressed themselves as wholly indifferent on the point. On the whole we failed to concur in any definite recommendation to remit this small fee, though Mr. Lupton, Dr. Sundar Lal, Mr. Ganga Frasad Varma, the Raja of Pirpur, and Mr. Kunj Bihari Lal were in favour of this course.

61. One or two miscellaneous matters discussed at the last meeting of the Committee may be mentioned here. Mr. Streatfeild suggested, and we are inclined to concur with him, that certain amendments might be made

in Provincial Table B. The boys studying in the middle section of vernacular schools might be shown in this table, so as to make it a complete return of the scholars receiving education in the vernacular. A column might be added showing the percentage of boys of school-going age in the vernacular schools of each district, and separate statistics might be prepared for large municipalities apart from those of the district to which they belong. The majority of the Committee concur in a recommendation that more special classes might be started so as to open a wider passage towards English education for boys who have passed the vernacular final examination. Mr. Fremantle was opposed to making any recommendation on this point, and Mr. Richardson and Mr. Piggott concur with him; the rest of the Committee noted in favour of it. A minor matter in connection with school statistics is raised by the recommendation of the Aligarh Conference that boys studying in *Koran* schools should not be enumerated. Presumably the reference is to General Table III-A. We are a little at a loss to know whence the figures there given are derived, seeing the boys attending these "*Koran* schools" are obviously not included in the totals given for "unaided schools" in Provincial Table B. We are however quite prepared to concur with the memorialists in their opinion that boys in what are known as *Koran* schools, who are receiving no secular education of any sort or kind, should not be enumerated in the total of boys under education in any returns or statistics.

62. The last point suggested by the Government resolution under which we are working was that we might find it possible to propose some tentative distribution by divisions or districts of the funds expected to be available within the next quinquennium. With reference to this point we append a note and connected statistics drawn up by our secretary in accordance with the principles we had agreed upon. It is an attempt to apportion within the means at our disposal the number of Primary and Preparatory schools which we consider indispensable for each district, and to estimate the expenditure required to staff them as board schools. According to our programme the Primary schools shown in our statement will be board schools, but this will not necessarily be the case with the Preparatory schools. We fancy however that the tendency will be towards establishing as board schools the full number of Preparatory schools as well as Primary schools noted in our statement. In any case if a particular district board finds itself able to make use of aided schools to a considerable extent in making up the total of Preparatory schools provided for by our statement, it will simply be working with somewhat cheaper materials, and if it is allowed the full amount estimated as necessary for the support as board schools of the number of schools laid down by us as indispensable it will be able to extend its programme. The figures which we have suggested should be regarded as representing a standard up to which districts are expected to work. We believe that if in any district the effective demand for education is found to fall short of what would be needed to justify the expenditure on teachers which we have suggested (presuming that expenditure to be regulated in accordance with the principles we have laid down) the money allotted to such a district might be proportionately reduced, and we have no doubt that other districts could be found prepared to employ it to advantage. We have already suggested that the scale of salaries we have recommended for teachers is one to be worked up to gradually and the total number of trained teachers required will not be at once available.

The general principle should be that money saved in the teachers' salaries should be extended on meeting the demand for suitable buildings.

We have been a little puzzled as to what to do with the Kumaun division, the circumstances of which render it difficult for us to deal with it on the general principles we have applied to the province as a whole. Subject to special enquiries which may be made from the district boards concerned, we should be disposed, for purposes of the rough apportionment of funds which we have been directed to make, to estimate for an increase of 50 per cent. in the scholars under instruction and then to work out the number of teachers required on our general standard of thirty boys per teacher.

We have not attempted any apportionment of funds for aided schools. It is not at present possible to forecast the operation of the revised grants-in-aid rules which we have suggested especially as regards *maktabs*, *pathshahas* and other special schools. We are inclined to suggest that Government might reckon on an expenditure of some four lakhs of rupees on grants-in-aid and hold the same in reserve for allotment to particular districts in which there seems to be any decided movement towards the creation of genuine and efficient aided schools under the rules which we have proposed.

63. At the end of our discussions Mr. Streatfeild pressed upon us a further suggestion which he has embodied in a second memorandum which seems to us of sufficient interest and importance to be added to our report as appendix G. Broadly speaking, Mr. Streatfeild's view is that this Committee as a whole should strongly represent to the Local Government that, in spite of the liberal increase which His Honour the Lieutenant-Governor has been pleased to promise in the funds likely to be available for the encouragement of primary education in the course of the next few years, we might regard it as certain that an increase in the number of pupils attending our Primary schools far in excess of that suggested by the Government resolution might have been anticipated had further funds been available. The Committee as a whole was a good deal divided on this point and various shades of opinion were expressed. On the whole it seems better to leave Mr. Streatfeild to speak for himself and to submit his opinion with the detailed arguments on which it is based to the consideration of the Local Government.

64. In explanation of, or in addition to, our conclusions, we have printed the following appendices, to some of which reference has been made in the body of this report, while others represent more fully the views of individual members of the Committee on certain points:—

Appendix A.—Note by the secretary, with connected tables, showing the tentative district distribution of schools and teachers.

Appendix B.—The revised curriculum proposed for Primary and Preparatory schools.

Appendix C.—The report of the Sub-Committee on Female Education.

Appendix D.—The report of the Sub-Committee on School Buildings.

Appendix E.—Historical note by Dr. Sundar Lal.

Appendix F.—Note by Mr. Streatfeild on the organization of Primary schools (paragraph 6 of this report).

Appendix G.—Note by Mr. Streatfeild referred to in the preceding paragraph.

Appendix H.—Note by Mr. Fremantle on rural education (paragraph 26).

Appendix J.—Note by Mr. Ganga Prasad Varma on the language question (paragraph 31).

\*Appendix K.—Minute of dissent by Mr. Asghar Ali Khan and the Raja of Pirpur.

T. C. PIGGOTT.

SUNDAR LAL.

GANGA PRASAD VARMA.

ASGHAR ALI KHAN.

ABU JAFAR (of Pirpur).

S. H. FREMANTLE.

W. J. E. LUPTON.

C. A. C. STREATFEILD.

E. A. RICHARDSON.

R. CLANCY.

GHASI RAM.

KUNJ BIHARI LAL.

*By order of the Hon'ble the Lieut.-Govr., United Provinces,*

S. P. O'DONNELL,

*Secretary to Government, United Provinces.*

लग्नामित्र नियन्त्र

\*[Note.—Appendix K is printed as a "Minute of Dissent" because it was so headed, and because it does in fact stand on a slightly different footing from the notes prepared by other individual members, in that it involves a protest against the action of the Committee in considering the question of the language of the readers at all.]

#### **APPENDIX A.—Tentative distribution of schools and teachers.**

THE original standard taken by the Committee was one Primary school for 25 square miles, the intention being that every boy should be within three miles of a Primary school. A corollary to this standard was that a Primary school should have, on the average, one and a half dependent Preparatory schools. There would thus be, Primary and Preparatory, two and a half schools for each unit, or one school for every 10 square miles.

2. To this standard I have since applied certain modifying factors, with the approval of the Committee. The first step was to find the real area for educational purposes. (The figures used have been throughout taken either from the 1911 Census Report or the Gazetteers.) I first deducted from the total area the area covered by forests, reserved or private, and in some districts by uninhabited ravines or rocky hills. This needs no explanation. I also deducted the "area covered by water," as to which definite figures for each district, based on average, are given in the Gazetteers. This latter deduction is comparatively unimportant except for tracts which contain large rivers or unusual jhil areas, in which cases such a deduction seems justified, as such tracts are sparsely populated and require few schools.

3. The next principle was to allow for special density of population, which may fairly be taken as representing a special demand for educational facilities. In all cases I worked on the basis of tahsils, the Census Report giving the figures of density per square mile for each tahsil. Allowance was made for increase of density where the deductions for forest and water area decreased what may be termed the educational area of the tahsil. These tahsil figures show that the great majority of tahsils range between 350 and 600 persons per square mile. This is a considerable variation, but hardly so great as to require differential treatment. These were therefore regarded as Normal areas, and to all such was applied the standard of one Primary school for 25 square miles, or one school for 10 square miles. Where density ranged between 600 and 700 it might be assumed that there would be need of more schools than this standard allowed, and the scale adopted was therefore one school for every nine square miles. A density of 700 to 900 similarly reduced the rate to one for eight square miles, 900 to 1,000, a great density, which however is found in purely rural tracts, to one for seven square miles. The density of the sadar tahsils of Lucknow, Benares, Allahabad, Cawnpore and Bareilly exceeds 1,000 per square mile. It is true that this figure includes the municipal population, but the influence of the large towns means so heavy a demand for educational facilities in the suburban tracts that a special rate might reasonably be taken. I adopted a rate of one school for every five square miles. In all these cases Primary schools were allowed in the ratio of 10 to 25. The suburban tracts mentioned would therefore have one full primary school for every 12½ square miles. Where however the number of Primary schools already exceeds the standard the existing number is allowed, but there is no corresponding addition to Preparatory schools.

4. Sparsely populated districts were similarly treated. A density of 300 to 350 (Jalaun district and Mirzapur tahsil) was allotted one school for 12 square miles. A density of 250 to 300 (Dehra Dun and the

Bara and Meja tahsils of Allahabad) received one school for every 14 square miles. Banda, Hamirpur and Jhansi districts and the Puranpur tahsil of Pilibhit, in which the density is between 200 and 250, were allowed one school for 16 square miles, and the Robertsganj tahsil of Mirzapur one for 20 square miles. In these cases also full Primary schools were taken as two-fifths of the totals thus reached. This standard must be allowed to provide generously for the geographical needs of each district on uniform lines.

5. The standard, though perhaps geographically sound, was imperfect in one respect. The normal provision of teachers for a unit, that is for the 1 Primary and  $1\frac{1}{2}$  Preparatory schools in the 25 square miles, is by the Committee's principles seven. Seven teachers would however be entirely inadequate for advanced districts like Benares, but would be excessive for Bundelkhand. The point may be looked at in another way. The main object of this campaign is to raise the population of our board schools from  $4\frac{1}{2}$  to at least seven lakhs of boys. It would be unprofitable to lay out the great bulk of the money available on the backward districts, and to neglect the developed districts where the popular desire for education promises a good return for increased facilities. The variation of the standard according to density of population meets this difficulty as regards the geographical facilities in the way of providing schools, but it does not satisfy the need for more teachers. For in advanced districts seven teachers per unit would have to serve far more than the Committee's standard of 30 boys per teacher, while in backward districts they would hardly obtain so many boys and would therefore be uneconomically maintained as regards the purpose of securing 7 lakhs of boys. It is therefore necessary to transfer some teachers from the backward to the advanced districts.

6. The method adopted is to take the number of schools allowed by the standard and, also by standard, to give each Preparatory school two and each Primary school four teachers. Each teacher should, if he is to be profitably employed, teach 30 boys. The total number of teachers is therefore multiplied by 30, which gives a total just exceeding our ideal of 7 lakhs of boys. For each district the percentage is calculated which this ideal number of boys bears to the actual number of boys at board and aided schools as shown in the educational returns of 1912. This percentage represents the effort which the district must make in order to reach the ideal if the standard number of schools and teachers is to be provided within the period under consideration.

There are a number of districts in which the percentage of effort is close to the provincial percentage, 60 per cent., but for example Hardoi must with the facilities offered increase the number of boys by 114 per cent. while the advanced district of Ghazipur increases its numbers by only  $5\frac{1}{2}$  per cent. Yet it is obvious that in Hardoi a large increase will be secured with some difficulty, while in Ghazipur the process will be easy. I therefore assume that backward districts will not be able to make an increase of more than 70 per cent., and allow a number of teachers which will at 30 boys per teacher produce a number of boys only 70 per cent. in excess of the present number at school. This assumption is, it must be understood, based on the present financial limitations: money cannot profitably be spared for a greater advance.

Advanced districts are not quite so generously treated because of the greater relative importance of levelling up the backward districts: but

in cases where the standard number of schools with the standard number of teachers would provide an increase of less than 40 per cent. boys, the number of teachers is raised so as to provide 40 per cent. more boys at 30 per teacher. The number of teachers thus provided for advanced districts will much more than meet the standard of four teachers for a Primary school and two teachers for a Preparatory school, yet the number of schools according to the geographical standard remains unaltered in the advanced districts, and it is not suggested that, save in some exceptional cases, new schools, Primary or Preparatory, should be opened in excess of the geographical standards. The extra teachers should be mainly, if not entirely, employed for the full staffing and organization of the standard number of schools. It may however be advisable in some area units to duplicate the Primary school in cases in which the attendance is excessive for convenient administration.

7. The reduction in the number of teachers provided for the backward districts is not however carried beyond a standard of six teachers for each primary unit. This would allow in each unit of area one fully staffed Primary school and one fully staffed Preparatory school or it may be preferable and possible under the conditions now laid down by the Committee for some of these Preparatory schools to have only a single teacher, thus securing in some cases more than one Preparatory school in each unit. An extra allowance of teachers is therefore made in the few cases in which the treatment by "percentage of effort" would reduce the number of teachers below the standard of six per primary unit, in order to raise the numbers to this standard.

For the four most backward districts, Dehra Dun, Jhansi, Mirzapur and Bahraich, this standard is however lowered. Each is given two teachers for one-half of the Preparatory schools, and a single teacher only for the other half, one Preparatory school being allowed for each Primary school. The above are standards only for the provision of teachers; I have left the geographical standard number of schools untouched, as the backward districts must have more latitude as to staff and the number of single-teacher schools is likely to be large.

8. The total number of teachers given by the standard thus revised exceeds that given by the geographical standard by 351 only, and a large transference of teachers from the backward to the advanced districts has been secured, which, it must be agreed, provides very fully for the needs of the latter without starving the backward districts. Excluding the Kumaun division, which does not enter into these calculations, there would be by this revised standard 3,463 Primary and 4,949 Preparatory schools, a total of 8,412 schools with 23,933 teachers. There are at present 5,683 board schools with 11,929 teachers costing 13½ lakhs. This is enough to show the main principle of this great effort in development. The total cost of 23,933 teachers proposed will, at the rates of pay recommended by the Committee, reach 35½ lakhs.

9. Appended to this note are three tables showing by districts (I) the method of obtaining the geographical standards, (II) the details as to the provision of teachers, and (III) a summary of the statistical results with a statement of cost.

I. D. ELLIOTT.

TABLE I.—Geographical standard for number of schools.

District.	Deductions for forest and water.	Area balance for calculation.	Density of population per square mile.	Schools by geographical standard.	Primary.	Preparatory.
Dehra Dun ..	449	741	250—300 .. ..	53	21	92
Saharanpur ..	426	1,709	Normal .. ..	171	68	108
Muzaffarnagar ..	116	1,557	1 tahsil 600; rest normal	158	63	95
Meerut ..	69	2,275	1 " 900 } rest 600 .. 1 " 700 } rest 600 ..	260	104	156
Bulandshahr ..	86	1,870	2 tahsils 600; rest normal	195	93	102
Aligarh ..	89	1,907	2 " 700; ditto ..	207	83	124
Muttra ..	18	1,492	Normal .. ..	148	77	86
Agra ..	45	1,810	Ditto .. ..	181	72	109
Mainpuri ..	57	1,617	Ditto .. ..	162	65	97
Etah ..	42	1,687	Ditto .. ..	169	68	101
Bareilly ..	64	1,515	1 tahsil 1,000 } 2 tahsils 3 tahsils 600 } normal.	190	76	114
Bijnor ..	260	1,629	Normal .. ..	168	65	98
Budaun ..	45	1,905	Ditto .. ..	196	78	118
Moradabad ..	75	2,210	2 tahsils 600; rest normal	286	94	142
Shahjahanpur ..	108	1,618	Normal .. ..	162	65	97
Pilibhit ..	202	1,148	1 tahsil 200; rest normal	100	50	50
Parrukhabad ..	69	1,614	1 " 700 } ditto .. 1 " 600 } ..	175	70	103
Etawah ..	262	1,429	Normal .. ..	148	57	86
Cawnpore ..	92	2,290	1 tahsil 1,000; rest normal	258	102	154
Fatehpur ..	114	1,500	Normal .. ..	150	60	90
Allahabad ..	815	2,543	1 tahsil 1,000 } rest nor- 2 tahsils 250 } mal.	274	110	164
Banda ..	211	2,754	200—250 .. ..	172	69	108
Hamirpur ..	187	2,105	200—250 .. ..	182	53	79
Jhansi ..	60	3,084	200—250 .. ..	198	77	116
Jalaun ..	290	1,319	900 .. ..	110	44	66
Benares ..	45	1,007	1 tahsil 1,200 } rest 600 .. 1 " 700 } ..	151	70	81
Mirzapur ..	2,781	2,587	1 " normal; rest sparse	188	75	113
Jaunpur ..	76	1,475	2 tahsils 600; rest 700 ..	182	94	88
Ghazipur ..	80	1,312	3 " 600; rest normal	143	61	82
Ballia ..	86	1,158	Average 600; 1 tahsil 700	196	71	65
Gorakhpur ..	495	4,038	1 tahsil normal } rest 800 1 " 900 } ..	498	197	293
Basti ..	256	2,546	1 " normal } rest 600 1 " 700 } ..	290	116	174
Azamgarh ..	219	1,994	Average 600; 1 tahsil 700	282	112	120
Lucknow ..	98	929	1 tahsil 1,241; rest normal	132	52	79
Unao ..	60	1,727	Normal .. ..	173	69	104
Rae Bareli ..	182	1,611	1 tahsil 600; rest normal	178	75	108
Sitapur ..	112	2,198	Normal .. ..	214	86	128
Hardoi ..	109	2,233	Ditto .. ..	223	89	133
Kheri ..	729	2,247	1 tahsil normal; rest 250	178	71	107
Fyzabad ..	150	1,582	Average 600; 1 tahsil 700	182	73	109
Gonda ..	434	2,875	1 tahsil 600; rest normal	243	97	146
Bahraich ..	503	2,145	Normal .. ..	214	86	128
Sultanpur ..	125	1,588	Average 600 .. ..	176	71	105
Partabgarh ..	118	1,930	600; 1 tahsil 700	158	61	92
Bara Banki ..	103	1,651	3 tahsils 600; rest normal	181	72	109
<b>TOTAL, UNITED PROVINCES (EXCLUDING KUMAUN).</b>	...	...	..	8,412	3,463	4,949

TABLE II.—Standard for provision of teachers.

District.	Number of teachers by geographical standard.	Ideal attendance of boys.	Attendance in board and aided schools, 1912.	Percentage of column 3 to column 4.	Resulting standard of teachers.	Extra allowance of teachers.
Dehra Dun ..	148	4,440	1,696	261	96	Rs. 20
Saharanpur..	478	14,340	7,216	199	408	..
Muzaffarnagar ..	442	13,260	8,284	169	442	..
Meerut ..	728	21,840	12,488	175	728	..
Bulandshahr ..	576	17,280	9,756	176	576	..
Aligarh ..	580	17,400	11,886	152	580	..
Muttra ..	400	12,000	8,578	139	403	..
Agra ..	506	15,180	12,445	121	535	..
Malpuri ..	454	18,620	7,260	188	410	..
Etah ..	474	14,920	8,244	172	474	..
Bareilly ..	692	15,960	5,942	266	840	116
Bijnor ..	456	13,680	8,572	159	456	..
Budaun ..	548	16,440	7,962	206	452	16
Moradabad ..	660	19,800	10,682	185	606	..
Shahjahanpur ..	454	18,620	8,446	160	454	..
Pilibhit ..	900	9,000	8,867	232	219	45
Farrukhabad ..	490	14,700	10,279	142	490	..
Etawah ..	480	12,000	8,998	142	400	..
Cawnpore ..	716	21,480	11,949	179	680	..
Patchpur ..	420	13,600	8,844	150	420	..
Allahabad ..	768	23,040	12,007	192	680	..
Banda ..	422	12,660	6,988	181	896	18
Hamirpur ..	870	11,100	5,207	218	295	28
Jhansi ..	540	16,200	7,082	281	397	27
Jalaun ..	808	9,240	5,906	166	908	..
Benares ..	442	13,260	20,012	66	997	..
Mirzapur ..	526	16,780	7,028	225	897	16
Jaunpur ..	552	16,560	15,857	107	722	..
Ghazipur ..	408	12,240	11,630	105	598	..
Ballia ..	414	12,420	9,896	135	429	..
Gorakhpur ..	1,980	41,400	25,772	160	1,330	..
Basti ..	812	24,360	20,983	119	955	..
Azamgarh ..	688	20,640	17,868	118	816	..
Lucknow ..	970	11,100	9,786	118	458	..
Unao ..	484	14,520	8,944	161	494	..
Rae Bareli ..	506	15,180	11,280	134	528	..
Sitapur ..	600	18,000	10,610	169	600	..
Hardoi ..	622	18,660	8,675	214	494	40
Kheri ..	498	14,940	7,622	196	472	..
Fyzabad ..	510	15,800	12,098	126	566	..
Gonda ..	680	20,400	10,918	187	618	..
Bahraich ..	600	18,000	7,802	280	443	80
Sultanpur ..	494	14,820	9,748	152	494	..
Partabgarh ..	428	12,840	9,655	138	450	..
Bara Banki ..	506	15,180	8,950	165	506	..
<b>TOTAL, UNITED PROVINCES (EXCLUDING KUMAUN).</b>	<b>23,690</b>	<b>710,700</b>	<b>..</b>	<b>..</b>	<b>28,582</b>	<b>851</b>

TABLE III.—*Summary of results, showing cost of teachers by committees scale.*

District.	Primary schools.	Preparatory schools.	Number of teachers.	Cost of teachers per annum.
Dehra Dun ..	21	92	116	17,388
Saharanpur..	68	103	408	60,792
Muzaffarnagar ..	68	95	442	65,148
Meerut ..	104	156	728	1,07,928
Bulandshahr ..	98	102	576	85,692
Aligarh ..	88	124	580	85,512
Muttra ..	57	86	403	59,976
Agra ..	72	109	585	85,476
				Rs.
Mainpuri ..	65	97	410	60,864
Etah ..	63	101	474	69,900
Bareilly ..	76	114	456	67,944
Bijnor ..	65	98	456	67,212
Budaun ..	78	118	468	69,732
Moradabad ..	94	142	606	89,892
Shahjahanpur ..	65	97	454	68,996
Pilibhit ..	50	50	264	39,792
Farrukhabad ..	70	105	490	72,240
Etawah ..	57	86	400	58,956
Cawnpore ..	102	154	680	1,00,572
Fatehpur ..	60	90	420	61,920
Allahabad ..	110	164	680	1,01,100
Banda ..	69	108	414	61,680
Hamirpur ..	59	79	318	47,876
Jhansi ..	77	116	424	68,588
Jalaun ..	44	66	308	45,408
Benares ..	70	81	987	1,38,920
Mirzapur ..	75	113	418	61,788
Jaunpur ..	94	88	722	1,05,840
Ghazipur ..	61	82	598	78,264
Ballia ..	71	65	429	68,888
Gorakhpur ..	197	296	1,880	2,08,486
Basti ..	116	174	955	1,40,186
Amangarh ..	112	120	816	1,20,000
Lucknow ..	58	79	458	66,696
Unao ..	69	104	484	71,940
Rae Bareli ..	75	108	528	77,808
Sitapur ..	86	128	600	88,476
Hardoi ..	89	133	594	79,560
Kheri ..	71	107	472	69,816
Fyzabad ..	78	109	566	82,920
Gonda ..	97	146	618	91,680
Bahraich ..	86	128	473	70,944
Sultanpur ..	71	105	494	72,864
Partabgarh ..	61	92	450	66,182
Bara Banki..	72	109	506	74,580
TOTAL, UNITED PROVINCES (EX- CLUDING KUMAUN).	3,463	4,949	29,939	35,91,792

## APPENDIX B.—Revised curriculum for Primary Schools.

## SECTION A.

1. *Reading*.—To read simple and double characters at sight. No text-books are prescribed for this class and none should be used; but reading sheets, preferably illustrated should be used. The teacher should also use the blackboard to show how letters and words are formed.
2. *Writing*.—To copy on *takhtis* characters and easy monosyllables from the blackboard from large sheets or from head-lines written on *takhtis* by the teachers; also to write them to dictation.
3. *Arithmetic*.—Notation and numeration of numbers as far as 50 to be taught by exercises. Construction and memorizing of tables up to  $5 \times 10$ .
4. *Observation lessons*.—As in the scheme prescribed.
5. Action songs of a kindergarten type.

## SECTION B.

1. *Reading*.—To read sentences at sight from the text-book and know the meanings of words.
2. *Writing*.—To copy on *takhtis* and also to write to dictation sentences from the text-book.
3. *Arithmetic*.—Notation and numeration of numbers as far as 1,000. Simple addition and subtraction; answers not to exceed 100. Construction and memorizing of tables up to  $10 \times 16$ . Simple multiplication and division by numbers not greater than 5.
4. *Observation lessons*.—As in scheme prescribed.
5. Action songs of a kindergarten type.

NOTE.—The drawing of simple figures, such as squares, oblongs, circles and the like by the teacher on the blackboard and the reproduction by the pupils of the same on their *takhtis*, the pupils being at the same time taught the names of the various figures should be included in the "observation lessons."

## CLASS I.

*Reading*.—To read accurately at sight from the text-book and to explain the meanings of words and sentences.

To recite twenty lines of poetry.

2. *Writing*.—To write on *takhtis* sentences to dictation from the text-book.

3. *Arithmetic*.—Notation and numeration extended.

The four simple rules. Addition and subtraction in Indian money, answers not to exceed Rs. 1,000.

Ideas of fraction  $\frac{1}{2}$ ,  $\frac{1}{3}$ ,  $\frac{1}{4}$  to be taught by concrete examples.

Tables up to  $10 \times \frac{1}{2}$ ,  $10 \times \frac{1}{3}$ ,  $10 \times \frac{1}{4}$  to be constructed and learnt.

4. *Observation lessons*.—As in the scheme.

5. *Physical exercises*.—As in Kempster and Kaye's *Physical Drill* in Urdu.

## CLASS II.

1. *Reading*.—To read accurately at sight from the text-book and to explain the meanings of words and sentences. To recite forty lines of poetry.

2. *Writing*.—To write on paper sentences to dictation ; copy slips may be used or teacher to set copies. Simple letters to be composed and written by boys.

3. *Arithmetic*.—The four compound rules in Indian money and weights and measures in common use with miscellaneous examples. Tables up to  $16 \times \frac{1}{4}, \frac{1}{2}, \frac{3}{4}, 1\frac{1}{4}, 1\frac{1}{2}, 2\frac{1}{2}$  to be constructed and learnt.

4. *Geography*.—Simple teaching of the meaning of a map or plan, with practical illustrations by means of a plan of the school building or compound.

5. *Observation lessons*.—As in the scheme.

6. *Physical exercises*.—As in Kempster and Kaye's *Physical Drill* in Urdu.

NOTE.—In the course of the "observation lessons" given in classes I and II the teachers should make drawings of simple objects referred to in the said lessons and encourage pupils to copy them.

#### CLASS III.

1. *Reading*.—To read at sight from the text-book and to explain the words and sentences. To recite thirty to fifty lines of poetry.

2. *Writing*.—To write passages to dictation from the text-book or from books of equal difficulty. Copy slips to be used. Practice in reading simple specimens of script. Letters to be composed and written by the boys with proper forms of address.

3. *Arithmetic*.—L. C. M. by factors. Vulgar fractions.

Exercises, both oral and written, on the rules already learnt and having a direct bearing on matters of every-day concern.

4. *Geography*.—Meaning of simple geographical terms to be taught ; natural features of the district with skeleton map. Geography of the district generally with map.

5. *Nature study*.—As in the scheme.

6. *Physical exercises*.—As in Kempster and Kaye's *Physical Drill* in Urdu.

#### CLASS IV.

1. *Reading*.—To read at sight from the text-book and from other books, and to explain words allusions and sentences. Reading of the script, more particularly patwaris' papers (in rural schools), and such documents as *pattas* and *qabuliyaats*. To recite sixty lines of poetry.

2. *Writing*.—To write passages to dictation from a book of equal difficulty with the text-book. To compose and write complete letters on ordinary topics with proper forms of address ; also brief descriptions of common objects.

3. *Arithmetic*.—Simple proportion by unitary method ; simple interest ; practice. Simple lessons in account-keeping (*roznamcha* and *khata*). Simple lessons in compound interest ; Urdu and Hindi figures for weights and measures.

4. *Geography*.—United Provinces to be taught from the map. In rural schools, further practice in the use of the village map.

5. *Nature study*.—As in the scheme.

6. *Physical exercises*.—As in Kempster and Kaye's *Physical Drill* in Urdu.

NOTE.—In classes III and IV practice in drawing should be continued in connection with the "Nature Study."

*Instructions to teachers for observation lessons (as suggested by the Rural Education Committee, 1910).*

**Aim.**—The chief aims of these lessons are to train children to observe accurately and to quicken their interest in the world around them. In the preparatory stage these are the sole aims. In the higher classes the lessons will further be used to train children to reflect on the result of their observations and the reason about things; they will compare and contrast things. The lessons may be used for other purposes; they may add to the children's intelligent knowledge of common things, and be made the basis of instruction in language and drawing. While it is of importance to keep these additional aims in mind, we must regard them as of secondary importance; if we endeavour to impart to children information, however useful it may be, without making them handle and examine things for themselves, we shall fail to make our teaching the means of developing habits of observation, and the information imparted will be superficial and inaccurate.

**Choice of objects.**—Familiar objects, chosen from the locality in which the school lies, are recommended. These are better than unfamiliar objects as a means of training children to use their eyes; we shall make them observant if we get them to see what they had failed to notice in obvious things. Thus the majority of children regard all leaves as having the same shape and structure until their attention is drawn in an object lesson to differences. Further, objects which can be so easily procured that all children may bring a specimen to the class and examine it will give more interest to the lessons than objects which can be shown from the teacher's desk or by pictures. A lesson on milk would therefore be a much wiser choice than a lesson on sodium, and a lesson on a parrot than one on a rhinoceros.

The objects should be chosen with reference to the season of the year and to the age of the pupils. Thus, lessons in which flowers are being examined should be taken in the months of March and April, when the children will have opportunities of examining many varieties; and while a lesson on germination would be suitable for class IV, it would be too difficult for class II.

In order to give opportunities for comparison, the objects chosen should have some connection with each other. In the lowest classes they will be linked together by dealing with similar groups of objects (e.g., common crops) between which the pupils may note comparison and contrast. In the higher classes there should be more continuity of subject; the series of lessons should give the children opportunities to make deductions, and should lead them to the statements of simple general truths such as "Animal life is dependent on plant life." By association in this way the lessons will gain greatly in interest, and will admit of gradual progress in difficulty along particular lines.

The actual objects should, wherever possible, be obtained. Nearly all the lessons in the following lists can be illustrated by objects which the children can bring to school. If the teacher encourages his pupils to exert themselves in this way, he will help greatly to make his lessons a success. Pictures are a poor substitute for the real object and should be used in the place of objects only when lessons are given on certain animals which cannot be shown in the school, e.g., camel, elephant, but which may form the subject of a lesson if children are familiar with them

*It is not necessary to have many objects in a course. The teacher should not attempt to give lessons in all the objects mentioned in the following lists; he should make a selection. Habits of observation are better cultivated by examining a few objects thoroughly than by cursorily looking at many.*

*Method of teaching.—*The first necessity in an object lesson is an object. It would not be necessary to say this were it not a fact that many teachers are content with a picture, model, or even a description from a book. A picture or model will help to make a description more vivid, but cannot take the place of the object itself.

The teacher should first find out from the class all they know about the object. He should then lead them to examine it more closely and notice things which formerly they had failed to observe. Finally, he should lead them to see how the object is adapted by its structure to its uses, ways of living, or mode of growth.

The most common fault of object lessons is that the children do nothing but listen. The teacher should guard against the temptation of imparting *much information* in one lesson, for children become tired and bewildered by many facts and descriptions. The information should only be such as the object itself gives; any further information may, if necessary, be given in other lessons. Thus a lesson on stamps may be an object lesson, but an account of the way in which letters are conveyed from one place to another should be left to the reading or composition lesson; while the growth of particular plants may be studied in the observation lessons; the distribution of crops in a particular part of the country should be taught in the geography lesson.

“One thing at a time” is a good rule. But while it is not desirable in one lesson to deal with several kinds of objects, there should always be several specimens of an object in the class and, if possible, each pupil should have a specimen before him.

Questions should be put at the beginning of a lesson to find out what the children already know about the object. In the course of the lesson questions should be put in order to stimulate the children to think and to look at things for themselves. At suitable stages or at the end of the lesson the teacher should question the class to find out what they have grasped. He should also at the end of suitable stages encourage the class to ask him questions.

The teacher's language should be simple and his own (i.e., not quoted from a text-book) and if he uses technical terms, these should only be such as the boys are likely to use subsequently. The value of the object lesson as a means of training pupils in the correct use of language in speaking and writing should not be overlooked. The pupils should therefore be encouraged to express the results of their observations by accurate description in speaking or writing, and while the teacher should not make his lesson one on grammar or composition, he should not allow careless expressions to pass uncorrected. In the preparatory classes the object lessons should take the form of conversations between teacher and pupils. In classes I and II the children should be asked to write the name of the object and, where possible, to make drawings. In classes III and IV simple records should be made, and children should invariably be asked to make simple drawings. The records may at first be copies of the teacher's summaries on the blackboard, but these should be replaced as

soon possible by simple descriptions, written by the pupils in their own words.

More and more will be expected of pupils as they grow older. In the preparatory stage the sole aim of the lesson will be to awaken in children an interest in the things round them ; the lessons must be short and bright, and questions will be put solely to make children examine things. In classes I and II the objects chosen will be more difficult of analysis and will require more careful examination than those of the preparatory classes ; pupils will be led to compare and contrast things, and will be questioned to make them think why the properties and structure of the object are especially adapted to its uses, ways of living, or mode of growth. In classes III and IV there will be a greater demand than in previous classes on the reasoning powers ; things will be classified, deductions will be made, general truths will be arrived at, and a training will be given in exact measurement.

Diagrams and drawings by the teacher on the blackboard are valuable as a means of giving interest to a lesson, but these should follow, not precede, the children's observations. The blackboard sketches should not be elaborate drawings. The fewer lines in them the better ; each drawing should bring out only one or two points, for any elaboration will only distract the class.

When experiments are performed information should not be given as to what may be expected to happen ; when the experiment has been carried out the children should be questioned and led to reason out for themselves what it teaches.

For successful teaching, the teacher's interest is the first essential. If, instead of depending solely on books, he works at the objects himself saying "How can I kindle the interest of children in these ? How can I awaken their curiosity and stimulate them to observe and enquire?" his teaching will be successful.

Teachers should *select* their lessons from the following lists. They should choose from the lists objects which are found in the district in which the school is situated and are best suited to the ages of the children.

#### SECTIONS A AND B.

*Common things.*—Simple form : sphere, cube, cylinder—illustrated by balls, pieces of sugarcane, pencils, *pichkari* (syringe), *bansri* (flute), bricks. Colours : the children should be taught to distinguish the colours white, black, red, green, yellow and blue. The following should be used as illustrations : flowers, coloured paper, cloth, wool, beads, and *churis* (bangles).

*Common animals and birds.*—Cow, goat, sheep, cat, dog, parrot, pigeon, *titer*.

*Common fruits.*—Guava, mango, orange, tamarind, *ber*.

*Common articles of food.*—Milk, water, bread, *dal* (lentil), *ghi* (clarified butter), *dahi* (curds).

#### CLASS I.

*Common things.*—*Takhti* (slate) knife, *khurpa* (hoe), *pharua* (spade) *khapra* (tile), *ghara* (pitcher).

*Common animals and birds.*—Buffalo, horse, ass, camel, sparrow, *maina*.

*Common crops.*—Wheat, barley, gram, maize, rice, *bajra*, peas.

*Common vegetables.*—*Sag* (spinach), *bhindi*, *gajar* (carrot), *muli* (radish), potato, *khora* (pumpkin).

### CLASS II.

*Common things.*—Stamps, metals (iron, brass, copper), coins, clay, sand, sulphur, saw, *chheri* (chisel), *barmi* (borer), *hal* (plough), harrow, *kolhu* (sugar mill).

*Common animals.*—Elephant, monkey, fish, snake, squirrel, rabbit, frog (to be selected only if they are frequently seen in the locality, and if suitable pictures are available), peacock, crow, blue jay.

*Common trees and plants.*—Mango, *pipal*, *nim*, tamarind, bamboo, cotton, castor plant.

### CLASSES III AND IV—SCHEME A.

*To be adopted in all schools except those to which the department has given permission to adopt scheme B.*

#### CLASS III.

In this class there will be more minute examination and analysis of the objects than in previous classes. Simple descriptions and drawing will be encouraged, and by comparison and contrast, objects will be divided into simple classes.

*Plants.*—Make the pupils familiar with the common plants of the neighbourhood, especially with those which grow flowers. The children should learn the name of the plant; they should write its name out, describe the colour of its flower (if any) and note whether it is scented. The teacher should draw the flower on the blackboard and colour the drawing. Children should become familiar with the fact that plants have—besides flower—seeds, leaves, stems, roots; and also with the following facts:—

- (1) Flowers yield seed and fade away.
- (2) The stem holds the leaves up to sunlight and supports the flower.
- (3) The root fixes the plant in the soil.

The following are examples of plants which may be examined:—

Mustard (*rai* or *sarson*), cotton (*kapas*), chillies (*mirch*), peas (*matar*), indigo (*nil*), wild indigo (*jangli nil*), pentapetes (*gul dopharia*), hollyhock (*gul khairu*), coriander (*dhaniya*).

*Trees.*—The following trees (if to be found in the district) should be recognised by their leaves; the pupils should write out the names of the trees, and draw the leaves—*shisham*, *kikar* or *babul*, *siris*, *imli*, *amaltas*, *dhak*, *simal*, *nim*, *mahua*, *sal*, mango, *pipal*, *bargad*, *katahal* or *katihar*, mulberry (*shahtut*), *amla*, bamboo (*bans*), date palm (*khajur*) toddy palm (*tar*), rhododendron (*burans*), hill oak (*ban*).

*Fruits.*—Collect and examine as many fruits as possible. The most suitable are guava, mango, tamarind, orange, *ber*, *jaman*, custard apple, *tipari*, lemon. Distinguish those by colour, smell, taste, shape. Show that every fruit contains seeds. A fruit is the receptacle for seeds.

*Animal life is dependent on plant life.*—The pupils will make a simple classification of plants used as food by men or animals, and an examination and comparison of these. The following are examples:—

Seeds used as food.—*Arhar, urd, pea (matar), gram (chana), mung, bean (bakla).*

Fruit „ „ Orange (*sanira*), lemon (*nimbu*), peach (*aroo*), pear (*naspati*), *jaman*, guava (*amrud*), mango (*am*), gourd (*kaddu*), cucumber (*khira*), *ber*, bean (*sem*), *kela*, *singhara*, *mungphali*, almond (*badam*).

Roots „ „ Turnip (*shaljam*), carrot (*gajar*), radish (*muli*), sweet potato (*shakarkand*).

Stems „ „ Sorghum (*juar* or *chari*), sugarcane (*ukh* or *ganna*), knolkhhol (*ganth gobi*), yam (*ratalu*), potato (*alu*).

Leaves „ „ *Chana, sag, methi, sarson, cabbage (band gobi) or karamkalla, sag, mursa, palak, bathua, onion (piaz).*

Lessons on vegetable substances, e.g., cotton, hemp, wood, tobacco, vegetable oils.

#### CLASS IV.

*Flowers.*—The different parts and their uses. The names should not be given and the subject should be treated simply, as far as is required to make the function of the flower quite clear. Examine a number of flowers and for each note—

- (1) the part which attracts insects by colour and scent (petals),
- (2) the protective part which covers the petals in the bud (sepals),
- (3) pollen producing part for making seeds fertile (stamens),
- (4) the part which gives rise to seed (carpels),
- (5) the part attractive to insects (nectary).

The following are examples of flowers which may be examined:—

(1) (to show petals)—Rose (*gulab*), jasmine (*bela chameli*), cucumber (*khira*), gourd (*kaddu*), cotton (*kapas*), *amaltas*;

(2) (to show sepals)—Poppy (*post*), rose (*gulab*), *patsan*, *patwa*, *dhatura*, *asgandh*, Cape gooseberry (*tipari*);

(3) (to show stamens)—Mustard (*rai*), peas (*matar*), bean (*sem*), mung, cotton (*kapas*), rose (*gulab*), *dhatura*, *baigan* or *bhata*, tobacco (*tambaku*);

(4) (to show carpels)—Mustard (*rai*), cotton (*kapas*), *bhindi*, *dhatura*, *kali torai*, *tun*;

(5) (to show nectary)—*Siris*, mango (*am*), mustard (*rai*), coriander (*dhaniya*).

*Leaves.*—Leaves of different plants to be brought by pupils, drawn and classified as follows:—

(a) by shape—

(1) long and narrow, e.g., grasses, especially the following *kans*, *makka*, *sarkanda*, *wheat (gehun)*;

- (2) needle-shaped, e.g., *chir*;
- (3) oval-shaped, e.g., *tidhara, bargad*;
- (b) by structure—
  - (1) simple (one blade), e.g., mango (*am*), *pepal, bargad, mulberry (shahtut), kela*;
  - (2) compound blades divided into separate leaflets), e.g., indigo (*nil*), *arhar, shisham, gram (chana), nim*;
- (c) by margin—
  - (1) leaves with entire margins, e.g., mango (*am*), *bargad, gular, mahua, jack fruit (kathal), bamboo (bans), Indian corn (makka)*;
  - (2) leaves with toothed margins, e.g., mulberry (*shahtut*), castor (*arand*), fig (*angir*), *phalsa, peach (aroo), rose (gulab), malvastrum (kharanti or buryala)*;
- (d) by veining—
  - (1) net veined leaves, e.g., *pipal, bargad, melon (kharbuz), gourd (kaddu)*;
  - (2) Parallel veined leaves, e.g., *kela, canna (gul taslub), sugarcane (ukh or ganna), bamboo (bans), haldi*.

(To see the veining clearly soak the leaves in water for several weeks and scrape off the softened green part; *pipal* and *bargad* are especially suitable.)

*Measurements.*—(1) Examination of a yard measure; its divisions. How to measure to the nearest inch.

Class to guess lengths to nearest yard, e.g., length of class room, height of door, etc., these to be verified by measurements made by the boys. Class to guess length to the nearest foot of smaller object, e.g., width of table, and the measurements to be verified by experiment.

*Note.*—In finding a result three measurements must be made and the average taken. The teacher will show how this is done in connection with his measurement.

2. Examination of a foot-rule (divided into eighths on one side and tenths on the other). Copy part of the rule and its divisions. How to measure to the nearest eighth or tenth of an inch.

*Measurement of straight lines.*—Use blocks of wood of rectangular shape, rectangular pieces of cardboard, tin, etc., for measurement. Measure lengths of sides in inches and eighths of an inch and in inches and tenths of an inch, expressing the latter in the decimal notation, e.g.,  $4 \frac{3}{8}'' = 4.3''$ .

The children should be supplied with *laths* of wood one foot long. These should be carefully divided with reference to the school rule and should be the children's property for home use.

*Measurement of curved lines.*—Supply pupils with bamboo cylinders (made by cutting a long piece of bamboo into portions 2" or 3" long). Determine circumference of cylinder thus: wrap a piece of thin paper round the cylinder. Stick a pin through the overlapping parts of the paper and measure the distance between the pinpricks; or wrap thread round the cylinder four or five times and measure the length of the thread, and divide the length of the thread by the number of times it has been wrapped round. Measure the perimeters of coins or other circular pieces of metal by making a mark on the rim and rolling the coin along a rule.

*Outside measurements.*—Use a tape measure, which may be made by the teacher, each boy being provided with a piece of string cut to the length of a definite number of yards (e.g., four yards; the string folded once equals two yards, folded twice equals one yard). Distances to be measured and then stepped. Boys to find the length of an average step. Exercises in estimating distances and stepping to verify the guesses. Plan of compound to be made; the measurements to be made by the use of the strings and foot-rule.

### CLASSES III AND IV—SCHEME B.

(To be adopted in the better schools after the permission of the department has been obtained.)

#### CLASS III.

In this class there will be more minute examination and analysis of the objects than in previous classes. Simple descriptions and drawing will be encouraged, and by comparison and contrast, objects will be divided into simple classes.

*Plants.*—Make the pupils familiar with the common plants of the neighbourhood, especially with those which grow flowers. The children should learn the name of the plant; they should write its name out, describe the colour of its flower (if any), and note whether it is scented. The teacher should draw the flower on the blackboard and colour the drawing. Children should become familiar with the fact that plants have—besides flowers—seeds, leaves, stems, roots: and also with the following facts:—

- (1) Flowers yield seed and fade away.
- (2) The stem holds the leaves up to sunlight and supports the flower.
- (3) The root fixes the plant in the soil.

The following are examples of plants which may be examined:—

Mustard (*rai* or *sarson*), cotton (*kapas*), chillies (*mirch*), peas (*matar*), indigo (*nil*), wild indigo (*jangli nil*), pentapetes (*gul dopahria*), hollyhock (*gul khairu*), coriander (*dhania*).

*Plants are living things.*—

*Experiment.*—Grow seedlings of the same kind in two small pots. Over both place a hand-lamp chimney. Cover one glass with a thick cloth to exclude the light. Stop up the opening of the other glass with a piece of wood. Treat both pots the same as regards watering. Compare the growth of the seedling above ground.

*Experiment 2.*—Prepare a similar experiment, but this time deprive one of the plants of water and allow sunlight to reach both.

These experiments may be performed with the following plants—cotton, gram, *arand*, peas, *arhar*, *kodon sana*, *bajra*, *juar*.

*Trees.*—The following trees (if to be found in the district) should be recognized by their leaves; the pupils should write out the names of the trees and draw the leaves:—*Shisham*, *kikra* or *babul*, *siris*, *imli*, *amaltas*, *dhuk*, *simar*, *nim*, *mahua*, *sal*, *mango*, *pipul*, *bargad*, *kathal* or *kutihar*, mulberry (*shahtut*), *amla*, bamboo (*bans*), date palm (*khajur*), toddy palm (*tar*), rhododendron (*burans*), hill oak (*ban*).

*Fruits.*—Collect and examine as many fruits as possible. The most suitable are guava, mango, tamarind, orange, *bgr*, *jaman*, custard-apple,

*Tipari*, lemon. Distinguish these by colour, smell, taste, shape. Show that every fruit contains seeds. A fruit is the receptacle for seeds.

*Animal life is dependent on plant life.*—The pupils will make a simple classification of plants used as food by men or animals, an examination and comparison of these. The following are examples:—

Seeds used as food.—*Arhar, urd, pea (matar), gram (chana), mung, bean (bakla).*

Fruits used as food.—*Orange (santra), lemon (nimbu), peach (aru), pear (naspati), jaman, guava (amrud), mango (am), gourd (kaddu), cucumber (khira), ber, bean (sem), kela.*

Roots used as food.—*Singhara, mungphali, almond (badam) turnip (shaljam), carrot (gajar), radish (muli), sweet potato (shakarkand).*

Stems used as food.—*Sorghum (juar) or (chari), sugarcane (ukh or ganna), knolkohl (ganth gobhi), yam (ratalu), potato (alu).*

Leaves used as food.—*Chana sag, methi, sarson, cabbage (band gobi or karamkalla), sag, marsu, palak bathua, onion (piaz).*

Lessons on vegetable substances, e.g. cotton, hemp, wood, tobacco, vegetable oils.

*Flowers.*—The different parts and their uses. The names should not be given and the subject should be treated simply as far as is required to make the function of the flower quite clear. Examine a number of flowers and for each note—

- (1) the part which attracts insects by colour and scent (petals),
- (2) the protective part which covers the petals in the bud (sepals),
- (3) pollen producing part for making seeds fertile (stamens),
- (4) the part which gives rise to seed (carpels),
- (5) the part attractive to insects (nectary).

The following are examples of flowers which may be examined:—

- (1) (to show petals)—Rose (*gulab*), jasmine (*bela, chameli*), cucumber (*khira*), gourd (*kaddu*), cotton (*kapas*), amaltas;
- (2) (to show sepals)—Poppy (*post*), rose (*gulab*), patsan, patwa, dhatura, asgandh, Cape gooseberry (*tipari*);
- (3) (to show stamens)—Mustard (*rai*), peas (*matar*), bean (*sem*), mung, cotton (*kapas*), rose (*gulab*), dhatura, baigan or bhalu, tobacco (*tambaku*);
- (4) (to show carpels)—Mustard (*rai*), cotton (*kapas*), bhindi, dhatura, kali torai, tun;
- (5) (to show nectary)—Siris, mango (*am*), mustard (*rai*), coriander (*dhaniya*).

*Leave.*—Leaves of different plants to be brought by pupils, drawn and classified as follows:—

(a) by shape—

- (1) long and narrow, e.g. grasses, specially the following: *kans, makka, sarkanda, wheat (gehun)*;
- (2) needle-shaped, e.g. *chir*;
- (3) oval-shaped, e.g. *tidhara bargad*;

(b) by structure—

- (1) simple (one blade), e.g. mango (*am*), pipal, bargad, mulberry (*shahitut*), kela;

(2) compound (blades divided into separate leaflets), e.g. indigo (*nil*), *arhar*, *shisham*, gram (*chana*), *nim*;

(c) by margin—

(1) leaves with entire margins, e.g., mango (*am*), *bargad*, *gular*, *mahua*, jack fruit (*katahal*), bamboo (*bans*), Indian corn (*makka*);

(2) leaves with toothed margins, e.g. mulberry (*shahtut*), castor (*arand*), fig (*anjir*), *phalsa*, peach (*aru*), rose (*gulab*), malvastrum (*kharante* or *baryala*);

(d) by veining—

(1) net-veined leaves, e.g. *pipal*, *bargad*, melon (*kharbuz*), gourd (*kaddu*);

(2) parallel-veined leaves, e.g. *kela*, canna (*gul taslub*), sugarcane (*ukh* or *ganna*), bamboo (*bans*), *haldi*.

(To see the veining clearly soak the leaves in water for several weeks and scrape off the softened green part; *pipal* and *bargad* are especially suitable.)

*The reason for dispersion of seeds.*—Seed dispersal is an advantage because it prevents overcrowding:—

(a) seeds or fruits that are carried by the wind to ensure seed dispersal—

(1) parachute fruits, e.g. thistledown, *kans*, *parwal*, *sarkanda*;

(2) winged seeds, e.g. *nerium* (*kaner*), *dodono ea* (*aliar*), *sonjna* (*moringa*);

(3) parachute seeds, e.g. cotton (*kapas*), *simal*, *madar* or *akh*;

(b) seeds enclosed in succulent fruits which are eaten by birds or animals; the seeds are liberated with the dung, often at long distances away, e.g. *anar*, pear, guava, *jamun*, *anjir gular*;

(c) seeds and fruits dispersed by attachment to animals—

(1) fruits with hooks, e.g. *latzira*, *bichu*, *sanji*, *kutta*, grass, *gokhru*, spear-grass (*dhalaghiae*);

(2) sticky seeds, e.g. *cordia latifolia* (*godni*), *cordia myxa* (*lasura*);

(d) seeds liberated by the bursting of fruits, e.g. indigo (*nil*), wild indigo (*jangli nil*), *arhar*, castor (*arand*), balsam (*gul-mendhi*), oxalis (*chukha*).

#### CLASS IV.

*Seeds.*—Soak beans in water for a few hours and take off the skin. Note the white tip (future root). Separate the fleshy parts; note the white stem lying between them.

*Germination.*—Into a large tumbler put a rolled up piece of blotting paper to form a lining. Fill with sawdust, thereby keeping the paper pressed against the side. Pour water in to moisten the sawdust and paper. Place bean seeds between paper and glass about one-third way down. Wrap a cloth round the glass to keep out the light.

Make sketches showing the stages in growth of the seeds. To grow and examine smaller seeds, such as mustard, stretch a piece of muslin across a jar containing water so that it touches the water in one place, and

put seeds in the muslin. Germination may also be studied as follows : fill a shallow box with sawdust to a depth of 3" to 6". Plant beans or castor oil seeds, so that they are just covered. Keep moist. Examine the seedlings by pulling a few up at intervals of two days. Make sketches of the various stages of growth.

*Absorption of water by seeds.*—Fill a narrow-mouthed earthen pitcher (*gangajali*) with dry gram, cork it and immerse it in water; it will burst as the gram absorbs water and swells.

*Necessity for moisture and air.*—Take three small, wide-mouthed bottles, two of which have good corks. Call these I, II, III. Dry I, place in it some seeds (mustard, wheat, maize, or barley), cork and seal with sealing-wax. In II put two or three layers of blotting paper (wet) at bottom, then put in seeds, and cork and seal as before. Treat III like II, but leave bottle uncorked. Put bottles side by side and examine daily. In I they do not germinate—no water and little air. In II they grow for a little time and die. In III they grow well if paper is kept moist.

*Roots attracted by water.*—Fill a shallow box having a bottom of coarse muslin with a layer of sawdust. Plan mustard seeds. Tilt the box by a block of wood under one end. Keep the sawdust watered. Note that the roots pass out at the bottom, but afterwards turn towards the moist sawdust.

The following are additional examples of seeds which may be used for the above experiments :—

Roots attracted by water : Wheat (*gehun*), gourd (*kaddu*).

Absorption by water : Peas.

*Measurement.*—(1) Examination of a yard measure; its divisions. How to measure to the nearest inch. Examples can be given on the blackboard.

Class to guess lengths to nearest yard, e.g. length of class room, height of door, etc., these to be verified by measurements made by the boys. Class to guess lengths to the nearest foot of smaller object, e.g. width of table, and the measurements to be verified by experiment.

*Note.*—In finding a result three measurements must be made and the average taken. The teacher will show how this is done in connection with his measurements.

(2) Examination of a foot rule (divided into eighths on one side and tenths on the other). Copy part of the rule and its divisions. How to measure to the nearest eighth or tenth of an inch.

*Measurement of straight lines.*—Use blocks of wood of rectangular shape, rectangular pieces of cardboard, tin, etc., for measurement. Measure lengths of sides in inches and eighths of an inch and in inches and tenths of an inch, expressing the latter in the decimal notation—e.g.  $4\frac{3}{8}'' = 4.375''$ .

The children should be supplied with laths of wood one foot long. These should be carefully divided with reference to the school rule and should be the children's property for home use.

*Measurement of curved lines.*—Supply pupils with bamboo cylinders (made by cutting a long piece of bamboo into portions 2" or 3" long). Determine circumference of cylinder thus : wrap a piece of thin paper round the cylinder. Stick a pin through the overlapping parts of the paper and measure the distance between the pinpricks, or wrap thread round the cylinder four or five times and measure the length of the thread

and divide the length of the thread by the number of times it has been wrapped round. Measure the perimeters of a coin or other circular pieces of metal by making a mark on the rim and rolling the coin along a rule.

*Outside measurements.*—Use a tape measure, which may be made by the teacher, each boy being provided with a piece of string cut to the length of a definite number of yards (e.g. four yards: the string folded once equals two yards, folded twice equals one yard). Distances to be measured and then stopped. Boys to find the length of an average step. Exercises in estimating distances and stepping to verify the guesses. Plans of compound to be made, the measurements to be made by the use of the strings and foot-rule.



निरामिन नियन्ते

**APPENDIX C.—Report of the sub-committee on female education.**

THE sub-committee on female education met at Naini Tal on June the 16th, 1913, and concluded its sittings on June the 25th. We greatly regret that we were deprived of the assistance of Mr. Saiyid Karamat Husain, retired Puisne Judge of the Allahabad High Court, whom we had hoped to see as one of our colleagues. We have to express our gratitude to the gentlemen who assisted us with their suggestions and evidence, particularly to Mr. Gracey, I.C.S., Mr. Chatterjee, I.C.S., Mr. Fasih-ud-din, Khan Bahadur, and Mr. Sheikh Abdullah. We also had the advantage of conferring at our meeting of June the 18th with four inspectresses of schools who were present in Naini Tal, viz. Miss McReddie, Miss D'Abreu, Mrs. Butcher, and Miss Chambers, and we received valuable informations and suggestions from Miss Bose, the Head Mistress of the girls' school, Muzaffarnagar. Our work was considerably simplified by the fact that we received for consideration a definite list of questions drawn up on behalf of the Local Government. These appeared to us fairly to cover the whole field of enquiry; we accepted them as the basis of our investigations, and we propose to deal with them *sciatim* in this report.

2. The first of these questions invites us to submit proposals for increasing the supply and improving the quality of teachers. The importance of this point need not be insisted on, as it is abundantly clear that for the present all efforts towards the extension of female education in these provinces are more or less circumscribed and limited by the difficulty of securing a sufficient number of competent teachers. We find nothing particularly new in the suggestion laid before us, and much of ground is in fact covered by the Government resolution no. 569/XV—154 of July the 14th, 1908. There are however a number of points which we have considered under this head, and we desire to put forward our proposals in as definite and practical a form as possible.

3. The existing institutions for the training of teachers in these provinces are the normal school at Lucknow and the training classes attached to some of our model schools. The latter are not supposed to do more than turn out qualified teachers for primary schools, and we have to look to the normal school to supply the needs of the secondary schools and to furnish instructresses for the training classes themselves. The present outturn of trained teachers from the normal school at Lucknow is six per annum, and this is obviously insufficient to meet the needs of the province. Efforts are already being made to increase this outturn, and as suitable candidates become available there seems no reason to doubt that it can be doubled. For practical purposes however we must take twelve trained teachers per annum as about the limit of the outturn of a single normal school. It is, in our opinion, absolutely necessary to secure something more than this if substantial progress is to be made. At least one more normal school is urgently required; indeed, we are inclined to think that the object to be aimed at should be the establishment of two more normal schools in addition to the one at present in existence in Lucknow. The evidence before us clearly points to Benares as a suitable place for the location of one new normal school. This would incidentally involve the taking over as a model school of an existing aided school at present in a somewhat precarious condition. It appears

however to be worth converting, and the necessity for so doing is rather an argument in favour of starting a normal school at Benares than the reverse. At the same time we must note that it was strongly urged upon us that a normal school was also required to meet the needs of the north-western portion of the province, that is to say more particularly of the Meerut and Rohilkhand divisions. On general grounds we should have been disposed to recommend either Moradabad or Meerut as a suitable location for a normal school; but we understand that there is a proposal under consideration for meeting the needs of this part of the province by opening a normal school at Khurja in the Balandshahr district. Certain buildings have been offered to Government in the town of Khurja on the condition that they should be utilized for some form of girls' school with training classes attached. It seems to us that we lack adequate data for pronouncing any final opinion as to the merits of this proposal. We should not have thought the town of Khurja a place particularly suited for the establishment of a normal school, apart from the opportunity offered of acquiring buildings free of cost, and we do not know how far it might be found possible or convenient to go in the direction of trying some experiment at Khurja which would not finally commit Government to the location of its normal school for the Meerut and Rohilkhand divisions in that place. On the information before us we feel disposed to recommend that the project of opening a new normal school at Benares should have the preference, and that the buildings at Khurja might be utilised for the present to start a model school with training classes attached and that the success of this experiment might be awaited. We wish to make it clear however that the suggestion above made should not be regarded as qualifying our opinion as to the urgent necessity for opening a new normal school somewhere: we must leave it to Government to decide whether the advantages of the Khurja project, from the financial point of view, are so considerable as to make it advisable to start the normal school there at once.

4. We pass on now to the question of training classes for primary school teachers in connection with the existing model schools. That such classes should be opened "wherever and whenever possible" was laid down in the Government resolution of July the 14th, 1908, already referred to, and although the difficulties in the way are great, the experiments hitherto tried are not discouraging. Until a sufficient supply of properly trained instructresses for the training classes becomes available, progress must necessarily be slow; but we may suggest Jhansi, Gorakhpur, Fyzabad, Muzaaffarnagar, Meerut, and Budana as suitable places for the establishment of such classes as trained instructresses for the same become available.

5. We are further of opinion that some definite attempt should be made to encourage aided schools to start training classes on their own account. It has been represented to us that such a policy would not only increase the supply of trained teachers, but would attract into the teaching profession candidates of good family, especially amongst the Muhammadans who are inclined to hold aloof from our normal schools, and from the training classes attached to our model schools. We wish to make it clear that we would not exclude properly trained teachers from aided schools from offering themselves for appointments in Government schools; but the main object of the experiment we are suggesting is to encourage aided schools as a class to train their own teachers as far as possible. We

conceive it to be probable that candidates for the teaching profession trained in aided schools would ordinarily look for employment to aided schools of the class in which they had themselves studied. Of course grants made to aided schools for the establishment and maintenance of training classes would have to be subject to such conditions regarding departmental inspection as would ensure that a practical return was being received for the money spent. We think that some form of payment (in part at any rate) by results, in the way of a special bonus for every teacher turned out, who was certified, after departmental inspection, to be adequately trained, would be found useful. It will be necessary however to encourage the institution of such classes by assistance given at the very outset. We recommend as a practical proposal that any aided school which is reported to have secured the services of a competent instructress, and to have got together a class of girls taught at least up to the primary standard who desire further instruction with a view to adopting the profession of teacher, should receive a grant-in-aid equal to half the proposed salary of the instructress. As schools in which the experiment might be tried we are prepared to mention the Crosthwaite girls' school at Allahabad (subject to the carrying out of the scheme for its reorganization, which we understand to be pending), the two aided schools, for girls at Dehra Dun and the aided school at Moradabad. The system could probably be extended latter on to such institutions as the girls' school at Balrampur, Mrs. Jawala Prasad's school at Shahjahanpur, and King Edward's aided school for girls at Saharanpur.

6. We have considered whether another source of supply for teachers for secondary schools might not be found existing Anglo-Indian girls' schools. The real difficulty is that the teaching of the vernaculars of the country in such institutions is inadequate, if not altogether absent. We can only suggest that the Department of Public Instruction might communicate with the Principals of governing bodies of such institutions, and ascertain whether the prospects of the teaching profession in vernacular and Anglo-vernacular schools are such as to offer a sufficient inducement to the schools for Anglo-Indian girls to give a number of their pupils a special training in the vernacular. We understand it is of little use to look to mission schools as a further source of supply because, for the present at any rate, these societies can find employment for as many trained teachers as they can turn out. In this same connection we may remark that we certainly see no objection to the filling of vacancies in secondary schools by recruitment outside the province if qualified teachers can be found with a competent knowledge of our vernaculars.

7. A final source of supply for primary schools is to be found in the employment of male teachers. On this point there was some diversity of opinion amongst the witnesses examined by us. The Government resolution of July 14th, 1908, only refers to this point by recommending "the re-employment of superannuated male teachers whenever competent women teachers are not forthcoming." We are informed however that in some places the residents of a locality have shown a preference for the employment of a male teacher, not necessarily a superannuated teacher from a boys' school, personally known to them and commanding their confidence. Some schools under such management have been found to be both popular and efficient. We think that the ideal ultimately to be aimed at is to have women teachers in all girls' schools, but that under existing circumstances the employment of male teachers is not to be discouraged. Where

possible the teachers so employed should be local men in the sense of being personally known to, and possessing the confidence of, the parents.

8. In connection with the question of improving the quality of the teachers we have one word to add. It is obviously important, especially in view of the low qualifications possessed by many of the teachers whom we are obliged at present to employ, that the teachers themselves should be encouraged in every possible way to continue their own education after their appointment as such. We understand that this is already done to some extent by the grant of scholarships to teachers desirous of improving their qualifications, as the teachers can often find opportunities for further study and instruction at the hands of elderly *pandits* or *maulvis*, or members of their own families. In one district we are informed that considerable progress has been made in this direction by encouraging the head teachers of local boys' schools to interest themselves in the progress of neighbouring girls' schools, particularly by giving the teacher of the local girls' school some instruction out of school hours. The proposals which we are about to submit regarding the salaries of teachers will in themselves act as an inducement to all existing teachers to endeavour to improve their own qualifications. What is needed is that they should be assisted in their endeavours by the grant of scholarships and by some system of examination or inspection, which will enable them to satisfy their official superiors as to the fact of any improvement which they may have succeeded in effecting in their own qualifications.

9. This leads us on to the next question, which deals with the salaries of teachers. We are unable to follow the precise form in which the question is put, as this seems to contemplate a scale of salaries graduated according to posts in different classes of schools. It seems to us a more practical policy under existing conditions to lay down a scale of salaries dependant on the qualifications of the teachers. The general policy will be to employ the most highly qualified teachers in the most responsible posts. Moreover, the scale we propose allows a margin in each case, so that a teacher holding an exceptionally responsible post, such as the charge of a training class, would be paid at or about the maximum rate laid down for one of her qualifications, and a teacher similarly qualified, but holding a less important position, would be paid more nearly at the minimum rate. We are in favour, moreover, of a system of incremental salaries for particular posts as far as possible. These are our proposals.

*Qualifications of teacher.*

*Salary.*

*Rs.*

Lower primary .. .. .. .. ..	10 to 15
Upper " .. .. .. .. ..	12 " 20
" vernacular final .. .. .. .. ..	15 " 25
" vernacular middle .. .. .. .. ..	20 " 30
" vernacular with training .. .. .. .. ..	25 " 45
" vernacular middle .. .. .. .. ..	30 " 40
" vernacular with training .. .. .. .. ..	35 " 50

Some of these maximum salaries may appear high, but they are intended for capable and experienced women who have come to hold responsible posts. The above salaries may require to be supplemented in the case of teachers in town schools by a suitable rent allowance where free quarters are not provided.

For teachers in normal schools, and any special posts of which a teacher of higher qualifications than the above may be required, it is scarcely

possible to lay down any definite scale. The salary paid will have to be adequate to attract the class of candidate required.

The existing salaries in the Lucknow normal school are—

				Rs.	Rs.
Head Mistress	..	..	..	..	150 rising to 200
Second "	..	..	..	..	100 " 150
Third "	..	..	..	..	75 " 100

We have little or no other experience to guide us, and can only mention this scale as one which has been found satisfactory in practice.

10. In reply to the third question we are not prepared to pronounce definitely against the retention of aided primary schools as part of the system of female education. Genuine aided schools, that is to say schools deriving some substantial income from fees, or public or private subscriptions, should certainly continue to receive support. There are other schools, nominally "aided" which really depend wholly or substantially on the grants-in-aid, having no appreciable income beyond this. Many of these are badly managed and inefficient: these should be converted as rapidly as funds permit, provided there appears scope for a successful board school in that neighbourhood. Otherwise the grant-in-aid should be withdrawn and the school left to collapse. We believe however that some of these schools are really under sound management and capable of being made efficient, though languishing for want of funds. The grant-in-aid admissible under the existing rules in the District Board Manual varies from Rs. 5 to Rs. 11 per mensem; but the rules are too rigid and inelastic and make it unnecessarily difficult to earn the maximum grant. We think it should be sufficient to provide that a district board might in its discretion make a grant-in-aid up to an amount not exceeding Rs. 15 per mensem to any primary school for girls, provided the board were satisfied that the school could be made really efficient under its existing management and that it would be more popular under that management than if converted into a board school. A further grant not exceeding Rs. 10 per mensem might be made to such a school if it employed a second teacher. Nor do we desire by these recommendations to abrogate rule 81 of the District Board Manual, under which assistance on a still more liberal scale can be given, "where special circumstances exist," subject to the special sanction of the Commissioner. We are much impressed with the necessity of carrying the people with us and enlisting their co-operation in this matter of female education; we incline to think that, in some places at any rate an aided school under local management (especially a school catering for some particular class or community) would be found to be more popular and capable of better work than a board school provided the grant-in-aid rules were made sufficiently liberal and elastic. We conceive it to be the peculiar function of aided schools to enlist the co-operation of the parents by giving them more effective control over the management, and enabling them to work a school more in accordance with their own ideas than is always possible in the case of board schools.

11. The fourth and fifth questions on our list relate to the accommodation to be provided in the buildings of girls' schools. On this point we regret to find that we are not in a position to make as clear and definite a suggestion as we could have wished. We found it very difficult to get hold of plans of existing schools, and those actually laid before us were unaccompanied by estimates and were of little practical use. It seems to us, moreover, that the question will have to be considered in connection

with the report of the main committee on the subject of boys' schools, and the report is itself awaiting at this moment the recommendations of the sub-committee on hygiene, and cannot be prepared until these have been received, and considered. The inspectresses of schools at their conference held in Allahabad on November the 6th and 7th, 1912, made certain recommendations as to the minimum requirements for model schools, which we are prepared to endorse. The evidence before us was perfectly clear in favour of the necessity for an effective *pardah* wall surrounding the entire building. The area thus enclosed should include an open space or courtyard of sufficient size for physical exercises. There should be quarters outside for a chaukidar and a shed for keeping the school conveyances (where such are used); a well in the compound is also a desideratum. We are decidedly of opinion that quarters for teachers should ordinarily be provided on the school premises; such provision adds greatly to the status and respectability of the teacher in the eyes of the public, and tends to attract teachers of a better class into the profession. In model schools to which training classes are attached there should be a living room for each teacher not less than 12'  $\times$  15' in size, though there appears no objection to teachers using the same accommodation for cooking and bathing purposes as is provided for the boarders. The living rooms for boarders should, in our opinion, be arranged to accommodate two in each room, and we would recommend 15'  $\times$  18' as a minimum size. We fear that the provision of buildings suitable for girls' schools will always be a more expensive matter than for boys. We think it important that model schools for girls in large towns should in fact be models in every respect of what a girls' school ought to be, and they consequently require as far as possible open sites with plenty of courtyard area.

12. The sixth question has been framed as if the existing curriculum in girls' schools were the same as in boys'. This however is not the case, even the readers being different after the preparatory classes (A and B). We have examined the curriculum in detail and desire to suggest some modifications. We think the amount of arithmetic taught excessive for girls; they are expected to get on too fast, and the standard set for classes I and II is found in practice a serious obstacle to the progress of the pupils. We think the arrangements should be recast so that the girls may reach in class III the standard at present set for class II. We would then omit "H.C.F. and L.C.M." from the curriculum of the primary section; and in lieu of "Vulgar Fractions" direct that the girls should be taught simple exercises in the application of the four rules to fractions not exceeding twelfths and sixteenths. They might also commit to memory simple fractional-tables of "1 $\frac{1}{2}$ " and "2 $\frac{1}{2}$ " up to 16 or 20, to which "4", "1 $\frac{1}{4}$ " and "1 $\frac{1}{2}$ " might perhaps be added for exceptionally forward pupils. The unitary method might perhaps be taught in class IV in preference to "Rule of Three." In the middle section we would teach only "Rule of Three," "Practice," and "Simple Interest" in addition to the arithmetical knowledge already acquired. We would certainly omit "Compound Interest, Discount, and extraction of Square Root" altogether from the curriculum for girls (even in middle schools) as well as "Mensuration;" the rest of the subjects at present prescribed under the head of "Mathematics" might perhaps (though some of us are doubtful on the point) be retained as optional subjects for girls who showed any special gift in that direction. Of course the "H.C.F. and L.C.M." would have to be taught in the middle section for the benefit of any girls who proposed to go on to

"Vulgar Fractions." Turning to other points, we note with approval the inclusion of "Sewing" in the curriculum throughout the primary sections. We recommend that it should be given a thoroughly practical turn, and continued further into the "Middle" section. It should there be made a subject of examination, and coupled with the use and management of Singer's Sewing Machine. This might in fact be introduced as optional in class IV, for upper primary schools able to afford a good machine; it is no use trying to start the pupils on cheap and inefficient machines. We further recommend the introduction of a simple primer on "Hygiene" in class IV, the subject being carried further in the middle section. We would include in this simple instruction in nursing, in first-aid in case of injuries and household hygiene generally. We recommend the introduction of "Cookery" as an optional subject, with graduated lessons for the different classes. We must further note that it has been strongly impressed upon us that girls require something more in the way of opportunities for reading than is provided by the existing curriculum. We understand that it is a matter of frequent experience in girls' schools that pupils who have once mastered the art of reading become interested in their new accomplishment and anxious to take books home for private reading. In default of anything else they often take their readers home and hurry through them much in advance of the time when they can be taken up in class. This need might to some extent be met by the free distribution of books as prizes and by the institution of small lending libraries in connection with upper primary and middle schools, as has also been suggested for boys' schools. We think however that it would be well if the department of Public Instruction could compile a simple reader, or two readers in series graduated for the upper primary and middle sections, not intended to be taught as part of the curriculum, but principally for home reading, subject to the pupils being permitted to discuss it with their teacher, and seek an explanation of difficulties of the like, in school hours. Such readers might contain, in appropriately simple language, stories from history or folklore, including stories from Hindu or Muhammadan sacred books with some descriptive lessons in geography, on the manners and customs of other countries and so forth. We approve of the retention of some form of physical exercise in the curriculum; but we think that an effort should be made to introduce some kind of indigenous games in the lower classes, and perhaps rounders or badminton in upper primary or middle schools.

18. The seventh question relates to the hours of study. We think some latitude might be allowed in this matter, more especially as it is likely to be taken, whether formally permitted or not. The standard should, in our opinion, be one of three hours' work for the preparatory classes (A and B) and four hours for other classes. More than two hours of continuous study should not be permitted without some short interval for physical exercise, games or rest. Though this may not appear altogether consistent with the above recommendation, we think that in some schools which have only one teacher, the experiment might be tried of breaking the school day into two sessions of two or two and a half hours' each, one to be attended only by the lower class (or classes) and the other by the upper. It might be possible in this way to give each of the classes more efficient teaching in the shorter time than they would obtain if nominally in attendance throughout the school day.

14. The next point for consideration is the question of co-education, that is to say the admission of little girls to boys' primary schools. Broadly speaking, we are of opinion that this should be permitted, but that it should not be treated as an ultimate solution of the problem of female education so as to discourage or delay the establishment of separate schools for girls as the demand for the same increases. In the existing state of society in many parts of these provinces we are inclined to think that the admission of female pupils to boys' schools, and especially their retention in such schools beyond a certain maximum age, is likely to create scandal, to shock the feelings of parents and to harm the cause of education generally. The existing rule on the subject in the District Board Manual makes permissible "admission" of girls up to the age of eight years to study in primary schools for boys. The evidence before us shows that this word "admission" has been somewhat curiously interpreted by a good many district boards. The intention of the rule probably was to lay down the age of eight years as the maximum limit up to which it was considered advisable that girls should attend boys' schools; but the rule has been interpreted in many quarters as meaning that a female pupil, once "admitted" to a primary school for boys, should be allowed to continue to attend the same up to any age which her own parents or guardians may consider suitable. One at least of the witnesses before us appeared to be enthusiastically in favour of the system, involved in this interpretation of the existing rule, which amounts practically to abrogating altogether the maximum limit for the co-education of the two sexes. It is obvious however that the wishes of the parents or guardians of particular female pupils cannot be treated as the sole matter for consideration. The real question is as to the effect of the admission to boys' schools of female pupils beyond a certain age on the popularity of the school as a whole. The majority of the sub-committee is of opinion that the limit beyond which no girl should be allowed to attend a primary school for boys should be fixed at ten years of age; but two members at least are in favour of fixing this limit at eight years, as was apparently intended under the existing rule. We are all further of opinion that girls should not be admitted at all to boys' schools in cases where a separate school for girls is available within reasonable distance. We recommend that district boards should keep a watch on the figures showing the attendance of girls in primary schools for boys with a view more particularly to being prepared to start a separate school for girls in any locality in which a demand for the same is made apparent by the number of female pupils resorting to adjacent boys' schools. We are opposed to any system of encouraging the teachers of primary schools for boys, by means of capitation grants or special rewards, to increase the number of female pupils attending their schools. Where such grants are made on the basis of attendance they are apt to lead to falsification of returns in various ways, or at best to teachers putting pressure on parents to allow the nominal attendance of a certain number of little girls, who receive scant attention and leave without acquiring any real education. It has been suggested to us that grants might be made on the basis of results, i.e., some sort of bonus given for every female pupil who passes into class I or into class III, or who passes the upper primary examination. We are of opinion that the system, even as thus modified, would tend to bring the teachers of boys' primary schools into undesirable relations with the parents of their pupils, that pressure would be brought to bear on unwilling parents to keep their girls at the school just a little longer, that scandals would arise and the popularity of the school would suffer in the long run.

15. The ninth question on our list refers to circle inspectresses. At the Allahabad Conference, already referred to, the opinion was expressed that circle inspectresses should be included in the Provincial Service, and this opinion was strongly endorsed by the Director of Public Instruction in his letter no. G-4835 of November the 16th, 1912. In view of the duties performed by these ladies and their relations with tahsildars, deputy inspectors, and other officials it seems very important that their status should be raised by removing their office from the subordinate service. We are prepared unanimously to endorse the recommendation of the Director of Public Instruction on this point. There are at present seven posts of circle inspectresses graded as follows:—

	Per mensem.					
						Rs.
One post on ..	..	..	..	..	..	250
Two posts on ..	..	..	..	..	..	200
" " " ..	..	..	..	..	..	175
" " " ..	..	..	..	..	..	150

We believe that these rates compare unfavourably with those allowed in other provinces. The circle inspectresses lead an arduous life, with heavy executive work and responsibilities. The rates of travelling allowance admissible for them do not really cover their expenses while on tour and they draw nothing in the way of allowance to cover the expenditure on conveyances which they must necessarily incur when inspecting schools at headquarters. It was also pressed upon us that we shall soon need more inspectresses in the event of such progress being made in female education as we may reasonably anticipate. Our suggestions are—

(i) that the pay of the existing posts should be raised and that they should be regraded as follows:—

	Per mensem.					
						Rs.
One post on ..	..	..	..	..	..	300
Three posts on ..	..	..	..	..	..	250
" " " ..	..	..	..	..	..	200

(ii) that the raising in the number of inspectresses from seven to nine should be regarded as a probable contingency in the near future. In this event we would grade the posts as follows:—

						Rs.
One on ..	..	..	..	..	..	300
Three on ..	..	..	..	..	..	275
Four ..	..	..	..	..	..	250

In the course of the evidence before us an opinion was expressed that some definite attempt should be made to recruit Indian ladies as inspectresses, the field of selection being extended, if necessary, outside the limits of these provinces. A majority of the sub-committee desire to endorse this recommendation. In their opinion suitable candidates for the post could be found amongst Indian ladies, particularly if the field of recruitment were widened, and it is believed that such ladies would be more popular with the public and would be able to give more effective aid to the cause of education. The minority of the sub-committee desire to reserve their opinion on this point. They are doubtful whether, in the existing conditions of social life in these provinces, Indian ladies could fairly be asked to undertake the duties which have to be laid upon circle inspectresses, and to lead a life bringing them so much in contact with the outside world. The question is a somewhat delicate one, but it may be taken that the committee as a whole is not averse to the experiment being tried. It may

be added in this connection that the question of the more extended employment of Indian ladies, recruited if necessary from outside the limits of these provinces, as teachers in normal and in model schools, was also pressed upon us, and that the sub-committee as a whole are not opposed to some further experiment being attempted in this direction.

16. In connection with the tenth question on our list, we have been through the rules as to grants-in-aid and scholarships both in the District Board Manual and in the Educational Code. With regard to the district board rules we have already expressed our opinion in answer to a previous question and we have nothing further to add. The rule as to scholarships and prizes appears sufficiently elastic and leaves a reasonable discretion to district boards. We note with approval the grant of scholarships, if funds permit, to female pupils who have not previously attended any school, and that prizes are allowed to be given to pupils who have studied in home classes as well as in board or aided schools. It was pressed upon us in this connection that, apart from the question of prizes, it would be an advantage to the cause of female education if *pardah* ladies who are pursuing a course of home study without attending any school could be allowed an opportunity of offering themselves for examination, so that their attainments might be tested by the standards prevailing in board or model schools and certificates granted accordingly. We can do little more than recommend this question to the attention of the Department of Public Instruction. It is complicated by the fact that upper primary certificates are no longer issued, and it seems to us at least open to question whether this system might not be revived.

17. We may deal with the question of the rules in the Educational Code in a separate paragraph, though we have only a few suggestions to make.

In rule 359 we would recommend the omission of the words "nor is a person allowed to hold a government scholarship in conjunction with another scholarship" so far as female students are concerned. They need all the encouragement they can get, and the removal of this restriction in their case would not be likely to entail any serious expense.

In rule 367 we recommend that the value of the scholarships therein referred to, up to a limit of Rs. 5, be doubled when awarded to female pupils.

As regards rule 372 we think it would be found practically more convenient to allow one scholarship in each class tenable for one year, instead of one scholarship in each section tenable for two years. We recommend also that the system of scholarships provided by this rule might be extended to aided schools recognized as suitable, more especially to those which have started training classes. We believe there are rules, although we do not find them in the copy of the Education Code before us, for awarding special scholarships for pupils who are studying privately with the intention of adopting the profession of teachers. In any case we recommend that such scholarships should be granted, and that they should be made tenable by candidates for teacherships studying in any class of school, including recognized aided schools, as well as studying privately. In this connection we may note that we think the cause of female education would be advanced by the introduction of attendance prizes in all classes and by giving some special encouragement, in the way of prizes or small scholarships, for girls continuing their studies after attaining the age of twelve years. The

grant-in-aid rules, we think, might be made somewhat more liberal. For instance, in rule 379 we would recommend a provision that the annual grant should not ordinarily exceed two-thirds (instead of one-half) of the whole tuitional expenditure. In rules 380 and 388 we think the maximum limit for the ordinary grant might well be laid down at double the amount contributed. The rules regarding special grants for the purchase of typewriters might well be extended to the purchase of sewing machines.

To rule 391 (b) we would add the words "unless the grant is sought for expanding the school or raising the standard of teaching."

In rule 404 (d) we would raise the proportion from one-fifth to one-fourth of the salary of the teacher.

18. As regards female education in urban areas the only point of importance which has occurred to us relates to the question of visiting governesses. This was made the subject of considerable discussion at the Allahabad Conference of Inspectresses in November, 1912. The opinion there expressed was somewhat unfavourable to the system as actually worked at present, and this unfavourable opinion was reflected in much of the evidence produced before us. We think however that something could be made of this system if properly qualified persons could be secured as visiting governesses. The post should be regarded as one requiring somewhat high qualifications, and the pay will have to be adjusted accordingly. It should be treated as a system intended mainly for the well-to-do classes, who can afford to bear a substantial portion of the expenditure, and for the benefit of girls and young women of such an age that they could not reasonably be expected to attend schools. It should be found particularly useful in the case of girls who have already received some education at regular schools. We think that visiting governesses should be employed in all large towns wherever the residents of a *muhalla*, or a number of parents belonging to a particular class or community, are prepared to guarantee one-half of the necessary salary by way of fees. The assessment of the fees upon individual parents might often be left to the persons concerned; we note that a system of charging a certain fee upon each house visited by the governess has been found useful in some places as tending to encourage the parents or guardians of pupils to concentrate the pupils as far as possible in particular houses. The collection of the fees should be the business of the municipal board, or other authority employing the visiting governess, and should certainly not be left to the governess herself. It would not be unreasonable in many cases to test the sincerity of the demand for this form of education by requiring the deposit of the fees in advance for a period of three or six months.

19. The twelfth and last question invites us in general terms to put forward any recommendations not covered by the preceding questions. We note down a number of miscellaneous points of varying degrees of importance as they happen to have occurred to us:—

- (a) The question of religious education is of great importance, especially in the case of Muhammadan families. It was pressed upon us that the teaching of the *Koran* and of some form of religious instruction had been found extremely popular in certain better classes of aided schools. We are agreed that it is impossible to submit proposals for the giving of religious instruction in model schools or boards' schools through the agency of the staff. We do not see however why parents should

not be permitted to make their own arrangements for religious instruction in any girls' school where any substantial number of pupils are to be found who belong to one religion or denomination. A rule such as that which is applied to aided and unaided English schools (rule 75 of the Educational Code) might be extended to all schools for girls.

- (b) The question of special schools for girls of the depressed classes was raised before us. This is a matter which we think must be left in the main to aided schools under the management of religious or philanthropic bodies. If however it should be found that girls belonging to this class begin to frequent some particular school in sufficient numbers, there is no reason why a separate school should not be started for their benefit if the demand cannot be met by means of an aided school.
- (c) In connection with district committees on female education, it was strongly pressed upon us that sub-committees of ladies might, with advantage, be formed in large centres of population, to visit and inspect the girls' schools of the locality and to promote the cause of female education generally.
- (d) We are informed that a system of lectures on first-aid to the injured, home nursing and hygiene, held in connection with the girls' schools and open to the pupils and their female relatives, has been found popular in the few places where it has been experimentally tried. The experiment seems to us a promising one, and we recommend the arrangement of such lectures wherever possible.
- (e) Lastly, we have to note a suggestion in favour of the provision of magic lanterns by the district boards with a view to their use in popularizing instruction in girls' schools wherever competent persons can be found to work them.

নথিপত্র সভা

T. C. PIGGOTT.

H. G. STUART.

S. P. SANYAL.

. V. YADAV.

*Note by the Chairman.*

The draft of the Sub-Committee's report had been settled at our final meeting; but some members were obliged to leave Naini Tal before the proof could be circulated. Eventually the report as printed above was signed by the four members whose names appear below it. Later on the Hon'ble Pandit Moti Lal Nehru sent me a note asking for a few modifications or additions, and Mr. Jyoti Sarup wrote endorsing Mr. Moti Lal's views and adding a few words of his own. Letters were also received by me from Mr. Sanyal and Miss V. Yadav expressing general concurrence in Mr. Moti Lal's views. It was then too late to call the Sub-Committee together again, and I laid both the report as originally printed and the Hon'ble Pandit Moti Lal Nehru's note before the main committee. I now print that note below, together with Mr. Jyoti Sarup's addendum. It will be seen that the note has the concurrence of a majority of the Sub-Committee. Miss Stuart has sent me a brief note, dissenting generally from Mr. Moti Lal's views, where these differ from the original report, but giving a qualified support to the suggestion made in his fourth paragraph. Personally I agree with Miss Stuart.

T. C. PIGGOTT.

*Note by the HON'BLE PANDIT MOTI LAL NEHRU.*

I agree generally in the report of the Sub-Committee as drafted by the President, but wish to make a few remarks on some of the points dealt with.

1. *Male teachers* (paragraph 7).—I think the weight of evidence taken by the Sub-Committee was against the employment of male teachers in girls' schools. So far as I recollect, there was only one witness (Mr. Gracey) who spoke in favour of such employment, and his experience was confined to a single school, viz. that at Bantra in the district of Etawah, where it turned out that the four girls in the secondary sections were relations of the teacher and did not observe *pardah* with him. There is, in my opinion, considerable danger of making female education unpopular in these provinces if the employment of male teachers is even indirectly encouraged. I know at least of one school (the Indian Girls' School at Allahabad) where the experiment was attempted, but had to be dropped on the representation of parents and guardians. The general feeling is against male teachers, and they should not, in my opinion, be employed, except under very exceptional circumstances such as those found in the Bantra school.

2. *Conversion of aided schools* (paragraph 10).—I would change the construction of the first sentence of paragraph 10 by omitting the word "not" and substituting the words "in favour of" for the word "against" so as to make the sentence read thus:—

"In reply to the third question we are prepared to pronounce definitely in favour of the retention of aided primary schools as part of the system of female education."

The Sub-Committee, or at least the majority of members, attached great importance to aided primary schools as the more popular part of the system of female education, and the sense of the Sub-Committee will, I

venture to think, be better conveyed by expressing their approval of such schools in a direct manner.

In the same paragraph I would omit the following sentence :—

“Otherwise the grant-in-aid should be withdrawn and the school left to collapse.”

The idea, I think, was that grants-in-aid should be withdrawn from the institutions which were schools only in name, doing practically no educational work at all, and the grant-in-aid being merely a subsistence allowance to the family of the so-called teacher. A *bona fide* girls' school, however insufficient, should not, in my opinion, be allowed to collapse for want of support, and every attempt should be made to improve it.

3. *Urban areas* (paragraph 18).—I would omit the last sentence of this paragraph. The demand for female education in urban areas is so keen that the lower middle classes are willing to cut down the bare necessities of life to be able to educate their girls. It will work a great hardship on these if they are required to find three or six months' fees in a lump sum in advance.

As for schools in urban areas the question of a special grant for conveyances was, I think, discussed, but I am not sure if any definite conclusion was arrived at. The popularity of a girls' school in such an area depends in a great measure on its ability to fetch pupils from different *muhallas*, and it is essential to keep up a number of conveyances of some sort in every school. I would therefore add a recommendation for these special grants.

4. *General recommendations* (paragraph 19).—Besides the recommendations made in this paragraph it was also suggested that if facilities were afforded to Hindu widows to visit sacred places of pilgrimage and stay there for a course of training in teaching, a good number of them would be induced to take up the profession of teaching. The idea has, I am informed, met with approval of the Director of Public Instruction. The proposal is to establish widows' homes in places like Hardwar, Benares, and Allahabad, and offer suitable stipends to such widows as are prepared to give an undertaking that they would adopt the profession of teaching after going through the necessary course of instruction. The experiment is, in my opinion, worth a trial at least in one of the places I have named (preferably Hardwar). I would add this suggestion to the recommendations made in paragraph 19.

MOTI LAL NEHRU.

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*Memorandum added by MR. JYOTI SARUP.*

I am not in favour of co-education. The boys and girls have their respective spheres—so distinct and separate from each other that, in order to secure efficiency, each in his or her department should be separately brought up from the very beginning. At the time of discussion all that I agreed to was that it need not be forbidden. In places where there were no schools for girls in existence, parents may, if they like, send their girls to the boys' schools, and the girls even in such cases should not be of more than eight years age. I am driven to this opinion from the experience I have unfortunately had occasion to have in this connection. So long as the present state of society exists, it would be a sad thing if the proposed co-education beyond the age of eight years even in exceptional circumstances was allowed.

*The 16th August, 1913.*

JYOTI SARUP.

APPENDIX D.—*Report of sub-committee for school buildings held on 16th and 20th June 1918.*

PRESENT :

MR. FREMANTLE.

„ LUPTON.

RAJA ABU JAFAR.

MR. KUNJ BEAHRI LAL

„ ELLIOTT.

1. *Number and distribution of school buildings.*—This question was considered by the sub-committee with the assistance of Mr. Elliott's note on the Way-Aikman scheme and the thirteen years' programme for district board buildings accepted by Government. The standard adopted by Messrs. Way and Aikman started from that of the District Board Manual—one primary school for every seven square miles or 4,000 of population. They assumed that half of these might be aided schools, and therefore adopted a standard of one school building for fourteen square miles or 8,000 of population. It was also apparently assumed that all district board schools had their own buildings. In those districts moreover, where the adoption of the above standard would require the building of many new schools, Messrs. Way and Aikman did not work up to it because the original programme was for five years only, and they considered that a district board would not be able to build more than thirty schools in the time. This was therefore the maximum number of new school buildings recommended in the case of any district. The scheme also provided for the rebuilding of roughly 20 per cent. of the existing schools in every district. These proposals were adopted by Government with considerable modifications, and the thirteen years' programme subsequently framed provided Rs. 2,72,000 for 340 new schools at Rs. 800 each and Rs. 8,15,000 for rebuilding some 1,020 schools at the same cost per school. For many districts no new schools at all were provided.

2. In forming our own conclusions we have been guided by two principles which we hold to have been established by evidence given before the committee and otherwise :—

*First.*—An upper primary school should be within the reach of every boy.

*Second.*—Schools built and owned by the district board should be buildings of a practically permanent character.

3. The first principle is generally accepted and has been further emphasized by the evidence brought before us that education up to the present lower primary standard leaves little permanent result. It seems indisputable that every boy should have the opportunity of going on to the upper primary standard—the natural limit of the education of an agriculturist's son—without leaving his home.

4. The second principle would appear to have been implicitly recognized by Government by the issue of G. O. no. 480/IX—42 of 30th May, 1911, circulating model designs and estimates for kachcha-pakka school buildings. It has certainly been forced on us by universal experience. No definite figures comparing the initial and recurring cost of pakka and kachcha buildings are available, but there can be little doubt that the former not only save the boards much work and worry in arranging for

repairs and renewals, but are actually more economical in the long run. Thus Mr. Streatfeild estimates that a mud-roofed building costs annually in repairs and renewals 20 per cent. of its value. If this is so the annual cost of a building of this kind costing Rs. 600 would be (taking interest on capital at 4 per cent.)  $24 + 120 = \text{Rs. } 144$ , while a kachcha-pakka building, costing Rs. 1,200, which would roughly have the same capacity, would not require more than 5 per cent. for depreciation and repairs, and its annual cost would be  $48 + 60 = \text{Rs. } 108$ .

5. On consideration of these two principles we hold that the aim should be to establish, as fast as funds are available, an upper primary school with its own school house for every fourteen square miles or 8,000 of the population. This will mean that few boys will have to go more than two miles to the upper primary school.

6. In the area served by such a school out of a population of 8,000 there would be 600 boys between five and fifteen years of age and 360 boys between six and twelve. This would be the maximum number for whom accommodation could be required. But universal demand for education will not at once arise, and in places where the demand is keen it can be satisfied by aided or lower primary schools. The upper primary schools should provide for 80 to 100, say 90 pupils, and should be capable of extension to accommodate up to 150 boys. For other schools the district board should not provide permanent or semi-permanent buildings. The arrangements made would differ in different localities. In some houses could be rented, in others a small grant-in-aid be given to zamindars or school committees to build and maintain a house for the school or a still smaller grant for the construction of a thatched shed be made. It has also been suggested that the board could erect portable structures, supplying only posts and corrugated iron sheeting for the roof and leaving the walls to be filled in locally. In all such cases the cost should be met from a recurring grant amounting to from Rs. 36 to Rs. 60 annually for each such school.

7. *Plans for district board schools.*—Standard plans were issued by Government, as stated in paragraph 4, in the year 1911. These plans provide for "kachcha-pakka" buildings, i.e. brick-in-lime for lower courses and the course round doorways and windows, roofs being of country tiles on bamboo framework and sal wood beams. The plans included a pakka enclosure wall with wooden gate. The accommodation provided and the cost were as follows:—

Plan number.	Number of boys.	Plinth area.	Room space.	Verandah space.	Cost.
		Square feet.	Square feet.	Square feet.	Rs.
I .. ..	30	567	250	200	590
II .. ..	40	1,204	500	410	1,090
III .. ..	60 to 75	1,525	936	803	1,318

These plans were considered by a committee convened by Mr. L. Stuart in February 1912, which held that, in view of difference in local conditions, one plan would not do for the provinces as a whole—various other

objections were also raised, which will be mentioned later. In December of the same year, in G. O. no. 995/IX-42 of 17th December 1912, Government requested district boards, which preferred alternative plans, to forward copies for the approval of Government. The question is thus under consideration, and without a full discussion of the details of the plans and estimates sent in, in consultation with the engineering department, it would not be possible for the committee to prescribe for general adoption any set or sets of plans and estimates. But it is possible, and we think desirable to formulate certain general propositions for the guidance of boards. The points on which a decision would be useful are as follows :—

- (a) Building materials.
- (b) Standard of space, and specially the use of verandahs.
- (c) Shape of class room.
- (d) Capacity for extension.
- (e) Light and ventilation.
- (f) Quarters for teachers and store room.
- (g) The school compound.

8. (a) *Building materials*.—This has already been mentioned in paragraph 4. It is generally agreed that kachcha-pakka buildings, as provided in the standard plans, are sufficiently substantial, but we agree in the opinion, which has been fairly generally expressed, that the materials used in roofing are not sufficiently lasting. Country tiles are peculiarly liable to damage from monkeys and high winds, and wooden beams and battens are liable to the attacks of whiteants. Steel joists and T or angle iron battens are often economical in the long run, and locked tiles, where obtainable, are preferable to country tiles. So also is corrugated iron sheeting properly riveted down, but may require expedients to mitigate the heat.

The substitution of iron for wooden chaukats is also recommended in some quarters.

In the central and western districts flat roofs will probably be used in preference to pitched roofs.

It may further be suggested that the concentration of the year's building programme on a local area, such as a taluk, would probably, if practicable, result in a very considerable saving.

(b) *Standard of space, and especially the use of verandahs*.—The standard of space laid down in the Manual is twelve square feet for each pupil, and this has been adopted in standard plan no. II without taking the verandah space into consideration at all. The result is an estimate costing Rs. 27 per pupil, which would rise to at least Rs. 35 if the permanent roofing, which we hold to be necessary, were provided. It is essential, we hold, that the cost be reduced by making use of the verandah space, and we further consider that the space per pupil could be slightly reduced and also simplified by making the calculation on the plinth area instead of on the actual floor space. The plans submitted by the Meerut and Allahabad district boards, which were prepared quite independently,

show a remarkable agreement in this respect. Both provide the most lasting materials for roofing. The figures are as follows :—

District.	Number of boys.	Plinth area.	Room space.	Verandah space.	Total cost.	Cost per pupil.
		Square feet.	Square feet.	Square feet.	Rs.	Rs.
Meerut ..	50	681	300	256	1,083	22
Allahabad ..	90	1,257	500	511	1,800	20

If the standard of ninety pupils per school is adopted, as suggested in paragraph 6, Meerut and other districts would no doubt be able to build for Rs. 20 per head.

(c) *Shape of class rooms.*—In the standard plans and on the Meerut and Allahabad plans the school rooms are only 10 feet wide and they are 25 to 30 feet long. The verandahs, except in the Allahabad plan, are only 8 feet. This is a very inconvenient shape for class rooms, which should be as nearly square as possible so that the boys may sit round the room and all be able to see the teacher and blackboard. The long shape was no doubt adopted on grounds of economy, and the opinion of an engineer on the extra cost of an alternative shape would be useful. An increase in width to 12 feet, with a corresponding shortening of the building, would not, it is thought, add much if anything to the expense, and a room of 20'  $\times$  12' would be decidedly better than one of 25'  $\times$  10'.

(d) *Capacity for extension.*—The long-shaped class room is also defective, in that it does not conveniently lend itself to extension. When a verandah has been added on one side a school with one or two long class rooms can only be extended by adding similar rooms and making it still longer. This is a serious drawback in places such as Benares and Jaunpur, where the schools are very large, accommodating 200 boys. Some have a still larger attendance, but we think 200 should be an outside limit. Mr. Streatfeild's plan provides for a large hall 40  $\times$  20 feet, the roof of which however would be very expensive, and subsequent flat-roofed additions (as required) of 18  $\times$  20 feet with 6 feet verandahs in front of the latter. And in places where large schools are preferred it might be desirable to build on these lines in order to provide class rooms of a convenient shape. The large hall with two rooms 18  $\times$  20 on each side would suffice for 200 boys and cost, at Mr. Streatfeild's estimate of Rs. 2-8 per square foot of plinth area, between Rs. 5,000 and Rs. 6,000. In most places however provision in the upper primary school for 90 to 100 boys ought to be sufficient, and even if anticipations be exceeded by much larger numbers turning up, it would be cheaper, though not otherwise preferable, to build at the side of a long-shaped school a second similar school or to open a separate school in a suitable locality.

(e) *Light and ventilation.*—The standard plan provides for an open school with archways leading into the verandah and an archway between the two long rooms. Two objections were raised to this plan—first, that the school would not be closed at night; second, that the building afforded no protection against the hot and cold winds. The former objection is, in our opinion, conclusive. Even if store rooms are provided one does not

want to have to shut up everything in them after each school period. With regard to the second objection, there is a strong feeling in some quarters that the boys of the higher classes at least ought not to be expected to expose themselves to the hot winds of summer. Some of us may not think these refinements are necessary, but the feeling is certainly there. In the case of cold winds, the boys will no doubt prefer to the cold school some sheltered place outside in the sun. However this may be, doors are necessary in order that the school may be closed when desired, and ventilation and lighting must be supplied in some other way. When ordinary tiles are used plenty of fresh air "comes in," and with locked tiles special ventilating tiles can be supplied. In the case of flat roofs some form of ventilator should be provided as in the Meesut plan. As regards lighting, as many windows as possible should be provided in the back walls and they should be not less than 5 feet in height. It has been suggested that they should be glazed, but Mr. Kunj Behari Lal, who has experience of this, pointed out the frequency of breakages and difficulty in getting repairs done locally. It would be better perhaps to cover them with wire netting in spite of the hot winds.

(f) *Quarters for teachers and store rooms.*—These two questions are closely connected, because the reason why no store room was provided in the model plans was that experience showed that, if it were provided, it would be used by the teacher to live in, and it was held, "in view of what was said at the Allahabad Educational Conference," that teachers should not be allowed to live in the schools. This was not the view of the Director, and the chairmen who gave evidence before us had no objection to the teacher living in the school. On the other hand, there are certain obvious advantages in his doing so. He can look after the school and compound and the garden, if there is one, and he will be more regular in his attendance. Mr. Kunj Behari Lal informs us that few teachers will, especially if the vacation be lengthened, have their families with them, and that it will only be necessary as a rule to provide one room, which can easily be added to the long shape of school, while a corresponding portion of verandah enclosed can be used either as a store room or as quarters for the assistant teacher.

(g) *The school compound.*—The standard plan provides for a 4-feet brick wall which, with that plan, was certainly necessary to prevent animals wandering in to an open school house. But if the school house is closed, all that is necessary appears to be, as suggested by Mr. Stuart in the committee of 1912, to place a low, wire fencing round the verandah. Some schools are situated on high *chabutras* and require no wall or fence at all. Others will have school gardens round them or spaces for recreation, and the cost of a brick wall round the area would be prohibitive. In such cases a kachcha bank and ditch, though requiring occasional repair, would be needed. We are of opinion for the above reasons that, in view of the varying wants of different schools, no compound wall should be included in the plan. On the other hand, some space round the school should always be acquired, either temporarily or permanently, for it is most undesirable that either houses or crops should be allowed to spring up in close proximity to it.

S. H. FREMANTLE.

APPENDIX E.—*Note by the HON'BLE DR. SUNDAR LAL, C.I.E.*

THE resolution of His Honour the Lieutenant-Governor of the 7th May 1913, under which our Committee has been constituted, after examining the various causes of the set-back on primary education which occurred during the last quinquennium, and announcing that a sum of rupees 35 lakhs a year was likely to be available for primary education in addition to the sum already allotted for it, thus sums up the duty entrusted to this Committee :—

“ But the time has come to collect and sift the mass of opinion and evidence which is already on record, and to consider the broad educational and financial principles on which the scheme of future expansion should be based : what has now to be done is—

- (a) to pass the present methods of instruction under review,
- (b) to determine the most advantageous employment of funds,
- (c) to define the responsibility, financial and administrative, of the Local Government and the local bodies respectively, and
- (d) generally to formulate a complete policy of improvement and extension which can be promulgated for the guidance of all who are interested in the development of primary education in this province.”

After enumerating and discussing “certain main branches of the subject on which recommendations are especially invited,” the resolution concludes by expressing a hope that “the Committee may find itself in a position to formulate some general principles for the distribution among the various divisions, or even districts, of the province, of the funds which it is expected will be available for the development of primary education within the next quinquennium.”

2. It will be evident that the direct field of enquiry and work is limited to primary education. As the Primary schools depend largely on Middle vernacular schools and Normal schools for their better qualified teachers, “the connection between the two branches, it is pointed out, draws, into the scope of enquiry the general scheme of vernacular middle education including Normal schools.”

Paragraph 11 of the resolution of the Government of India, dated the 21st February 1913, lays down a number of general principles in regard to primary education. “These,” the resolution constituting our Committee points out, “may be taken as the basis of the constructive work which is now in contemplation ; but, as the Government of India anticipated, they may have to be modified in some respects to suit the local conditions of the province ; and they will further require to be supplemented in numerous points of detail.” What modification of these general principles are necessary to suit our local conditions and what further supplemental details are required, is another matter for the consideration of the Committee. The main branches of the subject on which recommendations are specially invited are enumerated as—

- I.—Improvement of teachers.
- II.—Suitability of the curriculum.
- III.—Education for special classes.
- IV.—Nature of the school buildings.
- V.—Encouragement of aided and indigenous schools.
- VI.—Encouragement of girls' schools.
- VII.—Machinery of inspection and control.

3. I will take up the question of the suitability of the curriculum in the first instance, as our requirements as to the qualifications which our teachers should possess will depend in a great measure upon the curriculum they will be required to teach. The first and the preliminary point for consideration is to what extent and up to what standard should the education in our primary schools be carried and what should be its aims and objects. Neither the resolution of the Government of India of 21st February 1913 nor the resolution of the Government of the 7th May 1913 lays down definitely the standard up to which our primary schools should attempt to teach. There are however expressions of views in these and other resolutions which, I think, sufficiently indicate the views of the Government on these points. Following on this point in the resolution of the Indian Education Commission of 1886, in Lord Curzon's resolution of 11th March 1904, paragraph 14, it is observed :— "Primary education is the instruction of the masses through the vernacular in such subjects as will best stimulate their intelligence and fit them for their position in life." Professor Huxley, speaking of elementary education (which expression would of course include what we call the education in the middle vernacular section) says ; "Now I have a clear conception as to what elementary education ought to be, what it really may be when properly organized and what I think it will be before many years have passed over our heads in England and America : such education should enable an average boy of fifteen of sixteen to read and write his own language with ease and accuracy, and with a sense of literary excellence derived from the study of our classic writers ; to have a general acquaintance with the history of his own country and with the great laws of social existence ; to have acquired the rudiments of the physical and psychological sciences, and a fair knowledge of elementary arithmetic and geometry. He should have obtained an acquaintance with logic rather of example than by precept ; while the acquirement of the elements of music and drawing should have been pleasure rather than work."

This is Professor Huxley's ideal of what elementary education should be. We are of course concerned only with the primary or the earlier stage of it. Another point of considerable importance is prescribed in paragraph 7 of the resolution of the 7th May 1913, when it lays down that in considering the scheme of instruction, the dominant issue is the durability and value of its influence on the mind of the pupil.

"There is a volume of evidence before the Government :" it is said in the resolution "that the child who finishes his schooling at the lower primary stage has acquired little that is useful to him, and is very unlikely to remember what he has been taught." The same paragraph deals with the question of text-books and courses of study and as to their scope, and observes that there are two schools of authority. "One would confine primary education to the teaching of reading, writing, and arithmetic sufficiently to enable pupils to read and write letters, keep simple accounts, follow a newspaper, and understand the patwari's records. The other would extend the course and train children in habits of observation and analysis, in the hope of strengthening their general intelligence and improving their chances in their ordinary avocation ; with this object such subjects as drawing, manual instruction, object lessons, and nature studies are treated as important ingredients in the curriculum." We have thus to determine what should be the objective and scope of instruction for each stage of primary education.

4. The course of primary education in our provinces, as well as in other parts of India, is divided into three stages, viz.—

- (1) The infant or preparatory classes—two years' course.
- (2) The lower primary stage—two years' course.
- (3) The upper primary stage—two years' course.

A pupil commencing his education at the age of six years is expected to go through the primary stage by the age of twelve. The next stage, viz., the middle section, extends over two years, and a student is expected to finish his school education by the age of fourteen and to pass the vernacular final examination. If he elects to join the teachers' profession he has to go through a course of training and instruction at one of the Normal schools for two years and be qualified as a teacher at the age of sixteen. This is the course of instruction through which teachers of the better class in our vernacular schools go. For want of a sufficient number of men of this class, those who have passed the upper primary examination are admitted as teachers after a year's course in one of the training classes.

5. In my opinion the course of instruction in the infant or preparatory classes ought not to take more than a year. A pupil joining the classes at the age of six should be able to go through class A in six months, and through class B in another six months. I think it is quite within the capacity of Indian pupils of that age to easily go through this course in the period of time suggested, without any undue mental or physical strain, especially with the modern methods of instruction in which our teachers are now being trained. I do not approve of the admission of children to schools at an earlier age than six. As to pupils who read the Nagri script, the course of one year is more than sufficient. It takes a longer time to acquire a knowledge of the Persian script, and it is specially in the interest of those who wish to acquire a knowledge of this script that I am unable to accept a shorter period of time than a year for the infant course.

#### AIDED SCHOOLS.

The resolution of the Government of India of the 1st February 1913 lays down the principle that "expansion should be secured by means of board schools, except where this is financially impossible, when aided schools under recognized management should be encouraged." It is, I think, financially impossible to open a board school in every village or circles constituted of adjacent villages. At present aided schools are established wherever the zamindars demonstrate the earnestness of their demand by raising a sum equal to the amount of the aid given by the board. They are required to deposit in advance their share of the cost of maintaining the school every half-year. When the school so established has taken root, it is converted into a board school. Expansion of education under this system cannot but be slow, and while it relieves those who are able to bear a part of the burden of maintaining the school of their share of the burden of maintaining a successful school, it does not sufficiently encourage villages less able to bear the burden in establishing such schools. While there are no doubt numerous cases of zamindars and other persons combining to establish an aided school from motives of pure philanthropy, a large number of such schools owe their origin to other motives. I think the following

principles should be followed in the disposal of further grants of money whenever available :—

- (1) Such portion of it as may be required be devoted in the first instance—
  - (a) to strengthening the existing board school by—
    - (i) strengthening the existing staff,
    - (ii) raising its standard,
  - if by so doing it is likely to attract a large number of pupils, or to supply the need for an upper primary school or to make it more efficient,
  - (b) to strengthening existing aided schools on the same lines and under similar conditions,
  - (c) to opening additional classes for training teachers and additional normal schools,
  - (d) to improving the pay and prospects of existing teachers and pupils at normal schools and training classes,
  - (e) to establishing new board or aided schools in suitable localities or converting an existing aided school into a board school,
  - (f) to strengthening the inspecting agency.

It is not possible to lay down a hard and fast rule as to the order in which these demands are to be met. I have noted them in the order of urgency from my point of view. Local circumstances may point to a different order. I think the sums allotted to each division or district should be spent in this order, or other appropriate sums allotted for each purpose as required by local circumstances.

#### THE SCOPE AND OBJECTIVE OF EDUCATION.

As has been pointed out in paragraph 7 of the Local Government's resolution of the 7th May 1913, there are two schools of authority as to the scope of curriculum. The matter appears to me to be practically concluded by authority. In the resolution of the Government of India of the 21st February 1913 three cardinal principles of policy are laid down, the second of which is thus formulated :—

*Paragraph 8 (2).—The scheme of primary and secondary education for the average scholar should steadily, as trained teachers become available, be diverted to more practical ends, e.g. by means of manual training, gardening, outdoor observation, practical teaching of geography, school excursions, organized tours of instruction, etc.”* In forwarding the general principles, in regard to primary education specially, it is said—

- “(i) subject to the principles stated in paragraph 8(1), there should be a large expansion of lower primary schools teaching the three “R's” with drawing, the knowledge of the village map, nature study, and physical exercises.”

The italics are my own.

In the resolution of the 7th May 1910 (no. 396/XV—116 of 1910) of the Local Government appointing the Rural Education Committee, the following instructions are laid down :—

- (1) To draw up a scheme for the preparation and publication of a new series of readers.

(2) To draw up a syllabus of object lessons for use in primary schools.

"They will consider both questions in the light of the necessity of training the faculties of the pupils, so as to make them fit to apply their minds to the best advantage in the occupation of their later lives."

As long ago as the 20th September 1895 the Government of India in their resolution no. 13—98-1 thus laid down the educational policy :—

"3. The principles that govern the introduction of agricultural instruction into the educational system apply also to all branches of technical education. The question therefore is not merely to adapt education to the training of agriculturists, but how so to fashion the plan of instruction as to promote in the pupils taught the power of assimilating easily any kind of technical instruction. The moulding of the educational scheme into a form which will lead to such a result is one on which ideas and methods have, during recent years, undergone a radical change in all of the more advanced countries of Europe. One great feature of the change has been the substitution of the idea of development of faculty for that of mere acquisition of knowledge. It is now acknowledged that the hand and the eye should be trained; that the powers of observation should be brought into play and improved by exercise; and that the actual teaching of a particular trade is of far less importance in the first instance than the educational methods which will adapt the pupil for the subsequent reception of technical instruction of any description. 'A system of education,' wrote the late Professor Huxley, 'which does nothing for the faculties of observation, which trains neither the eye nor the hand and is compatible with ignorance of the commonest natural truths, may naturally be regarded as strangely imperfect.'"

Mr. Sly's note, which has been printed and circulated, puts the position very clearly. As a matter of fact object-lessons and nature study are prescribed as part of the curriculum of primary schools in every part of British India. The subjects no doubt require a well trained and intelligent teacher. The Rural Education Committee has prepared two schemes of object lessons and nature study. The one marked A is the simpler and the easier of the two, and is intended for ordinary schools wherever a trained teacher is available. The other scheme marked B is for schools better equipped and better staffed. I think that the lines laid down in paragraph 8(2) of the Government of India's resolution should be carried out *as trained teachers become available*. The schemes prepared by the Rural Education Committee might, if necessary, be revised. They should be introduced in all town schools at least.

#### LANGUAGE COURSE.

There is a general dissatisfaction everywhere as to this part of the curriculum. It is said to teach very little. One who has gone through it up to the lower primary standard hardly acquires anything which is of much use to him in after-life. To meet this difficulty I would suggest the following :—

(1) The course of instruction in classes A and B should be a one year's course. Greater attention should be given in this part of the course to penmanship. In the indigenous schools pupils are required to practise writing the alphabet and combined letters on *takhtis*. The pupil is taught to copy good specimens of handwriting. Good penmanship be encouraged as far as possible. It is a training to both fingers and the eyes, and it is a great

measure takes the place of drawing prescribed for these classes (viz., drawing straight lines, squares, curves, etc.).

(2) The course of the lower primary class should be a three-years' course. The standard of instruction in the last year should be that of standard IV of the Punjab or Bombay courses. In order to make the courses more thorough and efficient we have to add one year either—

- (a) to the middle standard or
- (b) to the upper primary standard or
- (c) to the lower primary standard.

The great bulk of the scholars leave the school by the time that they finish the lower primary standard. I think alternative (c) has the following points in its favour:—

- (a) It will benefit a much larger number of pupils.
- (b) It will enable students to finish the course at the age of ten. Parents will be more easily induced to keep their sons at school a year longer at that age.
- (c) It will make it possible to impart sufficient amount of instruction to leave some useful and durable impression on the minds of the pupils.

The language courses should be more literary both in the Hindi and Urdu editions of the readers.

#### SCHOOLS FOR AGRICULTURISTS.

##### *I.—Half-time schools.*

The proposal to open half-time schools has been made to enable agriculturists to send their sons to schools for about three hours in the morning or in the afternoon (the teacher holding the morning school with one set of pupils and the afternoon school with another set of pupils). Now the rural population may roughly be divided for the purpose of considering the proposal into two classes, viz. :—

**I.—Residents of the village belonging to upper classes, like Brahmins, Rajputs, Banias, etc., who do not perform manual labour, or work as labourers or artizans.**

##### **II.—Labourers and artizans.**

Half-time schools are not required by the first class. If they send their sons to schools they would expect them to receive instruction the whole day. A school of about three working hours only every day would be exceedingly unpopular with them; and it is from this class that the pupils in rural schools mainly come. So far as this class is concerned, I fear the half-time school will retard the expansion of education. The parents want their children to get as much education as possible by ten or twelve years of age, and a half-time school for this class will be, I believe, a failure. The indigenous school, which has been in existence for centuries, opens in the morning for about three hours. The pupils and the teacher then retire for their meals and rest, and begin work again about 3 p. m. for about a couple of hours. Its hours of work indicate what has been found in practice to meet best the views of the village public.

As for the second class, the reasons why pupils from it are not to be found in our schools, except rarely, appears to me to be—

- (a) the idea of educating their sons is a novelty which has not entered their mind;
- (b) they do not believe it to be of any use to them in their daily life of labour;
- (c) the services of the children are required to help the parents as soon as they are about eight or ten years of age;
- (d) the demands for labour and the high wages earned, especially in villages adjacent to large towns.

I have seen labourers and workmen (boys and men and women) coming to Allahabad city from across the Jumna or even the Ganges in groups every morning and going back to the village in the evening. Children of this class will continue to be attracted by good wages, and I am not inclined to accept the view that they will be induced to stay for half a day at school and work for the remainder of the day at the field. It is more likely that they may be induced to send their sons to school for the whole day until the child is eight or ten years' old when he becomes fit to work as a labourer. I have occasionally come across here and there a man of this class who has picked up the Devanagri alphabet (a working knowledge of which is very easily acquired), and is able to scribble a little and spell through some Hindi book. He generally takes to reading or reciting the *Ramayana* (no matter whether he fully understands it or not), and gradually begins to understand it.

The Rural Education Committee, after fully discussing this proposal, arrived at the following resolution :—

“ XXXIII.—That the Committee is unable to recommend the adoption of the system of half-time schools and that the working of the provisions of the Educational Code of 1910 regarding hours of attendance should be watched before an alteration is made.”  
—(29th September, 1910.)

I am not however opposed to opening, as an experimental measure in selected places, a few half-time schools in each district.

I fear however that such schools will not be able to keep their pupils at schools for more than a year or at most two. The education imparted will be very meagre and of no educative value.

In these provinces, by Government resolution no. 262/XV—148—A.-8, dated the 27th June, 1899, instruction in all primary schools was limited to three hours. The Educational Code of 1910 brought about a change to the hours now fixed—vide chapter V, paragraphs 166 and 167. In the Punjab the experiment was tried and given up, as will appear from the following remarks in the quinquennial review for 1892 :—

“ Zamindari schools of the children of agriculturists were opened in 1887-8; at first the course of study in the lower classes was identical with that of an ordinary lower primary school, while in the highest classes surveying village accounts and *patwari*'s work were taught. It was afterwards determined, on the recommendation of a conference held in 1889, to place them on a different footing; they now work on the half-time system, each boy being required to attend one school meeting either in the morning or in the evening; at harvest times the schools are closed altogether.” It is later on observed: “ It is the opinion of the inspector that the schools are not popular with the people.”

The schools have now dropped altogether from the educational system of the Punjab. Mr. Orange, in the quinquennial review for 1902 to 1907, at page 126, observes: "The supposition on which those schools were based, that this type of school was peculiarly suitable for agricultural children, never found favour among those for whose benefit it was intended. The cause of their failure was at first not willingly admitted, and other reasons were sought for it, but during the period under review it has been recognized that schools of this kind neither had nor deserved any prospect of obtaining a footing of popularity, and the zamindari schools have been swept away." Even in the Central Provinces the so-called half-time school is perhaps a full-time school, with some half-time school pupils—vide paragraph 24 of Mr. Sharp's report, page 15,—while the teacher, far from being a trained man, is "often a pluralist, village postmaster, pound-keeper, vendor of stamps and quinine." Mr. Hill, the Director of Public Instruction to the Government of the Central Provinces, in his report of 1907, observed: "In some parts of the country the half time system of rural schools is by no means popular, and there is much suspicion in my mind as to whether it is honestly worked elsewhere."

I am however willing to give the system a further trial in selected places in each district and would like very much to see the curriculum and course of instruction proposed for these half-time schools by their advocates.

## II.—Differentiation of curriculum.

Some of the witnesses have suggested that geography, drawing and clay-modelling, object lessons, etc., should be eliminated from the course of study prescribed for rural schools. In the Central Provinces, where half-time schools are reported to flourish, the curriculum for rural schools is thus set forth in Mr. Orange's quinquennial report for 1902 to 1907, at page 15:—

### *Compulsory—*

- (1) Reading.
- (2) Writing and spelling. *लिखन लेखन*
- (3) Arithmetic.
- (4) Geography (III and IV).
- (5) Agriculture (compulsory for half-timers).
- (6) History (compulsory for full-timers who do not take agriculture).
- (7) Drawing (geometrical).
- (8) Drill and *desi kasrat*.

### *Optional—*

- (1) History.
- (2) Drawing (free hand).
- (3) Grammar.

"N. B.—Half-timers take no optional subjects. Full-timers may not take up more than one optional subject."

In the Punjab, where the curriculum for rural and urban schools is different, the subjects for instruction are identical in both cases, except that in the rural schools the standard is a lower one. I have already shown the important position now held by these subjects in the modern system of education in all advanced European countries and the importance attached to it this country by the Government.

It is equally undesirable to eliminate geography entirely from the course. Natives of these provinces are now to be found in large numbers

in all parts of India. Trade, civil, military and private services and pilgrimages take them to every part, especially wherever there is a railway communication. I think that a general knowledge of the geography of India from the map at least should be given, at any rate, in the final stage of primary education, and should be gradually worked up from the village map in the preparatory classes.

### III.—Agricultural lessons.

In Lord Curzon's resolution (of 11th March, 1904) on the educational policy in India, the scope and aim of education in rural schools is thus laid down :—

" The aim of rural schools should be, not to impart definite agricultural teaching, but to give to the children a preliminary training which will make them intelligent cultivators and will train them to be observers and experimenters in however humble a manner, and to protect them in their business transaction with the landlords to whom they pay rent, and the grain-dealers to whom they may dispose of their crops."

In the seventy-seventh report of the Commissioners of National Education in Ireland, the scope of education in rural schools, so far as knowledge of agriculture is concerned, is thus laid down :—

" In a country largely dependent on agriculture and rural pursuits for its prosperity and the livelihood of its people, the necessity that elementary education should tend to train and prepare the pupil for such occupations is very evident and has frequently been impressed upon by influential bodies of school managers and others conversant with the industrial conditions of the country. While it is obvious to all educationists that the primary school is not the place to teach the practice of agriculture or any other great industry, it is at the same time manifest that there is much that can be introduced into the school training and curriculum to predispose the scholars for entering on the serious study of agriculture under favourable conditions when beyond the national school age."—(Report for 1910-11, volume I, page 8.)

I think these principles should be followed in preparing the curriculum of studies and courses in all primary schools. Experiments such as Mr. Nevill has introduced in two of the upper primary board schools in the Etawah district might be permitted to be introduced as continuation courses in upper primary schools where a sympathetic zamindar and a suitable teacher can be found. This continuation course should be optional and should constitute a further course of instruction and should lead to a course of practical instruction at the Agriculture school at Cawnpore.

Mr. Nevill's classes referred to are really small demonstration farms for exhibiting the process of the cultivation of the American or acclimatized Aligarh cotton seed, Muzaffarnagar wheat and ground-nuts. The cultivation of the improved American or acclimatized cotton seed of Aligarh is already very popular in his district, and the zamindar himself in one of the two cases had gone through a course of practical instruction at the Cawnpore Agricultural school, and was cultivating in his own sir the improved variety of cotton. Whether much practical agriculture can be taught in this manner is for the agricultural expert to decide, but it is as well to note here the following extracts which were quoted by Mr. Chakravarti

in his note on rural education from the report of the Committee, on Industrial Education in schools for rural communities issued by the National Education Committee, Boston, in 1905. The extracts are—

“ To require by law that every country school-teacher shall give instruction in the elements of agriculture is, in the judgment of the Committee, a most serious mistake. It will simply result in the another failure to be added to the failure recorded in France, Ireland and Canada.”

And further—

“ The Committee is aware that its treatment of this phase of the subject is one which is not altogether pleasing to the popular fancy. It is poor thing to talk of putting industrial education into rural schools— popular doubtless because its need is recognized, but a careful study of the outcome of what is attempted through the world in this field will compel any man to reach the same conclusions as are here given.”

Mr. Nevill's experiment, I take it is not intendent to teach practical agriculture to the pupils, but aims to direct the attention of the student to it as a part of nature study, and to enlist his co-operation by diverting his evening hours of play to work it up. A school garden with a greater variety of objects of study, under the guidance of good teacher would be of more educative value. Practical agriculture must be taught in agriculture schools. The primary schools can, only train the faculty and attempt to create an aptitude or taste for it, but agricultural instruction proper can only be given in agricultural schools to those who want it.

#### EDUCATION FOR SPECIAL CLASSES,

These communities referred under this head may be classified roughly as—

- (1) Castes or communities, the members of which have not yet taken to sending their children to public schools.
- (2) Depressed classes (untouchables), whose children meet with special difficulties in getting admission into, or instruction under suitable conditions in public schools at present.
- (3) Muhammadans of the backward classes.

Under the first head come a number of agricultural castes; or castes of artizans, who do not send their sons to such schools as the instruction given is, considered by them as not required for their calling or business in life. Many of these castes are awakening to the necessity of giving their sons some education. Caste schools have come into existence in many places. I think the Government should be prepared to grant liberal grants-in-aid to such schools, provided they also undertake to give instruction according to the department curriculum, and submit to periodical inspection. Such schools may also teach additional subjects which the community concerned may desire, e.g., commercial, arithmetic, *mahajani*, religious instruction, etc., etc. These remarks apply equally to classes (1) and (3). The question as to depressed classes is a more difficult one. There is much field for missionary work, whether the missionaries be Christian, *Arya Samaj*, or of the Salvation Army. At the Allahabad Educational Conference Mr. Madhava Rao, C.I.E., ex-Dewan of Mysore, in which State primary education is compulsory, and I remember aright stated, that in Mysore, wherever twenty or more pupils of the depressed classes could be gathered, a special school was opened by the State for them, in charge so far as possible, of the teacher of the same community,

or a community which had no scruples to teach them. Action on similar lines may be taken by the Government here. The spread of education among these classes cannot but be slow, but it is not possible to stimulate it by artificial means, except at considerable cost.

#### RELIGIOUS AND MORAL EDUCATION.

General moral education by means of anecdotes, stories, etc., has already been introduced in the readers. Religious education is possible only in schools established by a class or community, or in aided schools. The principles underlying paragraph 74 and 75 of chapter IV of the Educational Code of 1910 might be extended to all schools.

#### MAKTABS, PATHSHALS AND OTHER INDIGENOUS SCHOOLS.

These schools may be aided if they are prepared to teach the vernacular and the curriculum of arithmetic of the board schools, and are prepared to submit to inspection. It would not serve much useful purpose to give them grant-in-aid except under these conditions.

#### TEACHERS.

I think that the following propositions should be accepted :—

- (1) The pay of the lowest grade of untrained teacher should be Rs. 10 per mensem.
- (2) The salary of trained teachers should be Rs. 12 per mensem in all districts.
- (3) Trained teachers in larger towns might be paid Rs. 15 per mensem ; wherever suitable teachers cannot be obtained at the lower rates.
- (4) Teachers undergoing training at training classes or Normal schools should draw the full salary of their appointments.
- (5) The appointments should be preferably pensionable. If not, they should be required to subscribe to a provident fund. The teacher should subscribe one anna on the rupee and the board should pay the same amount.
- (6) In the case of teachers who resign service without completing five years' service, the board's contribution to the provident fund should not be paid.
- (7) The salary should rise to Rs. 30 per mensem as the maximum in upper primary schools. Selected teachers might be eligible for promotion to sub-deputy inspectorships.
- (8) Teachers should be required to qualify in both forms of the vernacular before their appointment.
- (9) The Normal schools should provide for the elementary instruction in Persian or Sanskrit as a part of the Normal school course.
- (10) In large schools, where several teachers are employed, pandits and maulvis might be employed to teach Urdu and Hindi.

Pandits and maulvis should be eligible for admission to the training classes, if they are otherwise suitable and qualified to receive the training.

( 50 )

**TUITION FEES.**

- (1) The schools for depressed classes may be permitted to tuition fees altogether.
- (2) In board schools a maximum ratio of tuition fee should be fixed and no board should be permitted to charge higher fees.
- (3) Free scholarships in the upper primary classes should be freely given.

**SUNDAR LAL.**



**APPENDIX F.—Note on the organization of primary schools.**

1.—IN order to develop primary education there are two things to be aimed at—

- (a) to increase the number of boys in the schools,
- (b) to secure that the boys in the schools receive more education.

Possibly the objects should be placed in the oposite order.

2. In paragraph 7 of G. O. no. 625/XV, dated the 7th May, 1913, it is laid down that education that does not reach the upper primary standard is wasted.

From provincial table B for the year ending 31st March, 1912, it appears that out of a total of 479,561 boys in primary schools of all sorts, only 48,252 were in the upper primary stage, that is only just over 10 per cent. The whole upper primary course from X to IV is only really a five-years' course so if boys stayed for five years and made steady progress, nearer 40 per cent. should be in the upper primary stage, in classes III and IV.

3. As a matter of fact it will be found in most districts that about 45 per cent. of the boys who are in all the primary schools of the district are in preparatory section "a." If therefore it were possible to maintain the present number in preparatory "a" and yet to secure that all the boys passed up so that each class a, b, I, II, III and IV had an equal number, there would be 270 per cent. of the present number of boys under instruction in a district. Such a condition is no doubt beyond the range of possible administration, but these figures give a clue to a possible line of advance up to probably 100 per cent. above the present figure in most districts.

4. On 31st March, 1912, there were 479,561 scholars in all the primary schools of the province. In the Government order of the 7th May, 1913, a hope is expressed that the extra 35 lakhs provided will raise the number of students by  $3\frac{1}{2}$  lakhs. This represents an increase of 73 per cent. If then the system I am advocating will furnish an increase of 100 per cent. it provides for all the increase that even this 33 lakhs can finance, and if it can be further shown that this policy will give a very much better education to the scholars than a policy of opening numerous new schools, I think it will deserve serious consideration at the hands of the Committee.

5. For the moment I do not wish to raise the question of economy. The present cost per head in board schools is Rs. 4, and with the increases proposed for the teachers' pay, is likely to rise to nearer Rs. 5 per head. Accepting any figure per head, the proposition that I am trying to establish is that far better results can be achieved by improving existing institutions than by opening numerous new ones.

6. The next question is whether this improvement is possible, and, if so, how it is to be obtained. I take it that the present typical lower primary school has one teacher and about 30 boys. The typical upper primary, school has three teachers and, let us say, 90 boys. As a matter of fact very many are worse off with two teachers and 60 boys. In such a school it will be found that while the bottom class is fairly full the numbers in the upper classes fall off rapidly and the top two classes will probably both be well in single figures. What is actually going on is that the teacher is paying all his attention to the few advanced boys in the top classes while the lower classes are relegated to the assistant or neglected. Thus boys remain for years in the bottom class of all. In this way we get

the result I have referred to in paragraph 3 above of having 45 of all the boys in the bottom class, whereas a boy should pass through it in six months.

7. The above suggests the remedy. If you wish for boys in the higher classes look well after those in the lower class, insist that the bottom class of all shall be in the charge of a single teacher, who will be held responsible for seeing that the boys are taught carefully so that they quickly get promoted to class b. Promise the head teacher that he will be given as many assistants as he requires, allowing them at the rate of one for 30 boys. The first effect will be a tremendous increase in preparatory section "a," and it will probably be wise to restrict the enrolment in this class to 40, and to say that more may only be enrolled in the school when some boys have been moved up to "b." As boys can be got through "a" and "b" in a year it will only take about a year to get the first three classes into good order. There should be very nearly 40 boys in "a," 40 in "b," and 35 in I. Beyond class I the classes will take a few years to fill, as they can only be filled by promotion from the class below and these promotions are given only once a year. If however promotion examinations were held half-yearly instead of annually, besides other advantages the increase in the upper classes would be arrived at much more quickly.

8. The *ideal* upper primary school at which one would aim would have classes as follows: IV, 30; III, 30; II, 35; I, 40; b, 40; a, 40; total, 215. Such a school would be entitled to seven teachers. This would give one for each class and one over, so that the head teacher would have spare time to supervise the work of the assistants, or there would be a spare language teacher to instruct in the second vernacular. This classification is of course ideal, and it is more likely that the total would be nearer 180 to 200; but even this would justify one teacher for each class, which would provide for thorough efficiency, so that intelligent boys should get through even classes I, II and III in six months, while the less intelligent boys would be kept in these forms for two terms of six months.

9. The *ideal* lower primary school would have an enrolment somewhat as follows: II, 30; I, 35; b, 40; a, 40; total, 145. This could be well run by four teachers, and the year following would of course have a class III added with an extra teacher and become an upper primary school. Some lower primary schools might stick at an enrolment somewhat as follows: II, 20; I, 25; b, 30; a, 30. This would give an enrolment of 105 and if allowed four teachers would remain very efficient. Of the 20 boys in class II, 15 would probably go on to class III. It should be arranged that there should be an upper primary school with in three or four miles of such a school, but two or three such schools would need one upper primary section between them.

10. Let us take the imaginary case of a district which has 2,000 scholars in class a, and let us suppose that after development half of these are in upper primary school and half in lower primary schools. Under present conditions these 2,000 boys will represent 45 per cent. of the total enrolment, so that the total number of scholars in the district will come to 4,444. After development supposing the schools rise to the figures in paragraph 9, the total enrolment will be as follows:—

Class.	a.	b.	I.	II.	III.	IV.	Total.
Upper primary ..	1,000	1,000	1,000	875	750	750	5,375
Lower " ..	1,000	1,000	838	667	500	500	4,500
Total ..	2,000	2,000	1,838	1,542	1,250	1,250	9,875

Thus without any new schools being opened or any increase in section "a" the enrolment of the district has risen from 4,444 to 9,875. This is 1,000 students above the 100 per cent. increase. This however assumes that the policy proposed has not resulted in any increase in section "a," whereas it is certain that even without any new schools being opened the enrolment in "a" would increase as it would be found that nearly all the schools filled this section. Thus the foundation figure (2,000 in "a") would increase and all the upper classes would increase in proportion. There is thus a very large excess between the increased enrolment that can be estimated in this way and the 100 per cent. increase referred to in paragraph 4. There is then an ample margin for a difference between the ideal enrolment and what could actually be obtained.

11. The great point of this policy however is not that it obtains increased enrolment only, but that whereas at present it is found that only 10 per cent. of the scholars in primary schools are found in the upper primary section, in the enrolment worked out in paragraph 10, the number of scholars in the upper primary section has risen to 2,500 from 400, and the percentage to 25 in place of 10. In every district it would not be possible to get so high a figure as 25 per cent. for a good many years, but this should be the ideal aimed at and which could be obtained in some districts and 20 per cent. for the provinces should not be impossible.

12. This naturally leads to the question whether all this is mere ideal theory or within the range of practical politics. Without ample funds the system cannot get a proper trial, but in a modified form this policy has been tried in Jaunpur and Benares and to some extent in Azamgarh. The enrolment register explained in paragraph 19, 20, 21 has been kept up for six or seven years in Jaunpur and Benares, and these furnish very detailed statistics from which it is possible to gauge the effect of the system, and I have no hesitation in saying that the statistics there collected will show that as regards those two districts at any rate, the adoption of this policy would result in an increase of enrolment up to between 300 and 400 per cent. and an increase in the numbers reading in the upper primary section at any rate up to 20 per cent. of the total. Azamgarh is interesting, because although I have no personal acquaintance of the district, still my policy was explained to Mr. Crawford, Collector, and Mr. Murray, Secretary, district board, in 1907-8, and adopted by them, and from the annual statistics I see that the effect in the upper primary section has been very similar to that in Benares and Jaunpur.

13. The largest numbers of boys reading in the upper primary section in the various districts of the province on 31st March, 1912, are as follows:—

(1) Benares	..	..	..	..	2,406
(2) Gorakhpur	..	..	..	..	2,386
(3) Azamgarh	..	..	..	..	2,151
(4) Jaunpur	..	..	..	..	2,181
(5) Basti	..	..	..	..	1,772

The next district is about 1,500.

Gorakhpur is in population three times an ordinary district, and Basti nearly two. Thus in proportion to population the three districts Benares, Azamgarh, and Jaunpur are very conspicuously ahead of other districts.

14. Taking the figures for 31st March, 1911 (1912 for a particular reason does not illustrate the point). In the Benares district there were 1,985 boys reading in the upper primary stage out of total enrolment of

11,651. This gives a percentage of 17. In the ideal arrangement for 9,875 boys put forward in paragraph 10 of this note, 2,500 were in the upper primary stage or 25 per cent. If it was possible to get 17 per cent, when very cramped for money, it does not appear beyond the range of practical politics to get up to 25 per cent. with ample funds.

15. The districts of Jaunpur and Benares and Azamgarh are particularly suited for this policy of concentration because the population is very dense and the people keen on education. In their cases however the increase in enrolment possible could be nearer 300 per cent. than 100 per cent.; this leaves an ample margin above the 100 per cent. now aimed at. Also I may remark that I learned this means of developing education in Bahraich, one of the most backward districts in the province.

16. The system to be followed in order to obtain the progress may be summed up in the following rules:—

- (a) Every school will be kept provided with a teacher for every 30 boys enrolled.
- (b) When there is a surplus of 15 boys over this number an extra teacher will be provided.
- (c) No class may have more than 40 boys in it. (In the case of II, III, IV, perhaps 35 should be the maximum.)
- (d) No school may keep open any class with less than 15 boys. (At first this rule cannot be enforced.)
- (e) No higher class may be opened in any school unless there are 20 boys ready for promotion into it.
- (f) Promotion examinations shall be held every six months. Promotions should however be given more strictly than at present.
- (g) An enrolment register must be maintained on which every month extra teachers will be allotted. (I will give a whole paragraph to this register.
- (h) Adequate accommodation will be provided for all the boys.
- (i) Last but first in importance. The lowest section "a" must be in charge of one teacher, who will be entirely responsible for seeing that the young boys are properly attended to.

17. The advantages of this system are—

- (a) That it is possible to arrange for a teacher for each class being the ordinary rule.
- (b) That one good headmaster has several assistants whom he can look after and train, thus obtaining greater efficiency from the same number of teachers.
- (c) Boys are properly attended to from the first and are taught so as to go up the school instead of remaining at the bottom.
- (d) The result of "c" is a tremendous increase in the popularity of education in a district.

18. The disadvantages of the system are—

- (a) This system will lead to such an increase in enrolment and applications for enrolment that even if provision is made for an increase of 100 per cent. it will be found that at the end of very few years the demand for education has outstripped the supply.

- (b) The large number of boys coming through the upper primary examination will give a tremendous increase in the demand for middle schools. The increase in class V will be upto 700 per cent. It is a serious matter to meet such a demand and should be provided for ahead.
- (c) It will not be possible to put schools in so many villages as it would be if there were more schools and smaller ones. The reply would appear to be that accepting that with certain funds only a certain number of boys can be taught, the problem is how to teach that number best with the funds available. If more wish for education they must be refused.
- (d) There is a danger of fictitious enrolment. It rests with the inspecting staff to check this, and as time goes on with better teachers this danger should decrease.
- (e) It may be urged that under my system there will be fewer schools than if the present system were maintained of having schools with only one, two or three teachers. Thus many villages will be left without schools. This fact is of course correct. Still the funds available for education are definitely limited. The cost per head is certainly not raised in any way by my system, and in fact could be lowered. Thus with certain funds only a certain number of boys can be educated, and if it is accepted that the problem is to get the best results from the funds available, I have no hesitation in recommending this system, which in dealing with any specified number gives all the scholars a decent education instead of neglecting half or more of them.

19. The enrolment register is a register that I introduced in Jaunpur, showing for each school the enrolment in each class and the total attendance. It is written up each month from post-cards sent in by the teachers. The schools are divided into classes according to the number of teachers, and in each class the schools are arranged according to the number enrolled.

20. Each month this register is examined to see whether an extra teacher is required in any school. At times when there is no expansion extra teachers can only be given to one school by taking one from another that needs it less. When any funds are available for extra teachers, then this register shows at once the schools most in need of extra staff.

21. These registers have now been kept up for several years in both Benares and Jaunpur and the statistics they furnish are very valuable showing the effect of any policy adopted. It may sound a large work to keep up the register, but in practice it has not been found a great labour, and if studied by the chairman it gives him a grip of the education in his district which is invaluable. It generally reaches me about the 6th of the month succeeding that to which it refers.

#### SUMMARY.

22. The object of this note is to impress on the Committee the advantages of concentration compared with dissipation. Accepting the cost per head as a fixed quantity, I have endeavoured to show that if the boys are concentrated in fewer schools and those schools properly staffed,

the educational result will be incomparably greater than if the students are scattered over more numerous, but of necessity less well staffed schools.

23. The chief objection to the policy advocated appears to me the danger of its being too successful, and even after the 33 lakhs indicated by His Honour have been spent, my fear is that instead of the administration finding that it has to some extent met the effective demand for education, it will find that the demand it cannot meet will be greater than at present. This contingency should be foreseen and some provision made as to how it is to be dealt with when it comes. At present there are two lines of defence against schools being flooded. The first is inefficiency, the second is fees. We hope to remove the first. I do not know what the Committee may think about the second. Supposing, however, my views are right, it is essential that Government should look forward to the position five years ahead, when the liberal increase of 33 lakhs is gone. The first matter is of course to see that every economy is maintained. At present a scholar in a board school costs Rs. 4 per annum. One in an aided school Rs. 2. If the scale anticipated in Mr. Piggott's note comes into force, the cost per head will rise to nearly Rs. 5. In the circumstances I think it is necessary to be tender to our cheap and inefficient aided schools, which have helped in the past and may help in the future to supply what is beyond the means of Government.

24. Another serious rock ahead is that is the policy advocated works as is hoped, the increase in boys passing the upper primary examination will increase manyfold, at a guess seven or eightfold. This will create a tremendous demand for middle schools. How is this to be met? It is comparatively easy to stop boys beginning education, but when it comes to stopping a boy short halfway through, this is much more difficult. The former can be choked by giving inefficient teaching. For this latter I see no way but supplying the demand and making the students pay for their education.

25. A third difficulty that should be foreseen is that this policy will increase tremendously the numbers passing the vernacular final examination. These boys will be looking for a future. What is to be the prospect before them? For some years to come the demand for extra teachers will absorb all fit applicants. When however expansion slackens or ceases altogether there will be a large surplus. This difficulty should be foreseen. One big remedy I would suggest is special classes to allow for the more ambitious and clever to go on to English education.

26. I think these points of considerable importance. It is looking rather far ahead, but still if these difficulties are there and are coming on in five years, it is well to begin well beforehand to make up one's mind how to deal with them.

C. A. C. STREATFEILD.

*The 7th June 1913.*

**APPENDIX G.—Note on the future development of primary education.**

1. In framing its recommendations and estimates the Committee has taken 800,000 scholars as the figure to be aimed at. In the Committee there are, however, two distinct attitudes towards this figure. Some members regard it as approximately the maximum figure which can be expected to be attained to in a five-years' programme, without having recourse to unreasonable expenditure. Others regard it merely as a figure to be accepted as representing about what can be expected with the present financial resources indicated in the Government order constituting the Committee. If there were no financial limitations a reasonable programme could be drawn up going much further.

2. In order to support the second position I have drawn up the following notes to prove that a reasonable estimate can be made to show that it should be possible to get 1,200,000, boys into the vernacular schools of the province. This figure is made to include the middle section as well as the primary, because in my opinion it is impossible to make primary education popular if scholars who pass the United Provinces examination are prevented from going on to the middle; and also because it will be impossible to provide teachers for the schools unless the middle schools are developed along with the primary ones. Roughly speaking, this 1,200,000, would represent rather under one lakh in the middle section and slightly over 18 lakhs in the primary schools. However, in talking of the figure, I shall treat it as 1, and 11 lakhs, so as to deal with round numbers.

3. This figure of 1,200,000, is not a maximum, still less a final figure. It is the figure I have taken as a safe and reasonable estimate. It allows for some disappointments and for some unforeseen difficulties, but assumes a general consistent effort throughout the provinces to push forward education by the teachers and other educational officers, backed up by the sympathy and support of the district officers.

4. A word might well be said for the facts and figures on which the estimates are based. Most of the figures for the past years are taken from the provincial table B which forms a part of the annual provincial report on education. For the districts of Jaunpur and Benares, especially the latter I have an accurate record of the enrolment in each class, month by month, since 1906 or 1907. As regards the Benares district, from these figures I have made two estimates as to what will be the enrolment in April, 1917, provided there are no financial limitations—one estimate is careful, and can safely be accepted. (This gives a total enrolment of 31,500). The second goes much wider to what might possibly be attained to if everything turns out to meet one's best hopes, and gives 37,000.

It has of course been necessary to argue from the experiences gathered with limited financial resources to what may be expected with unlimited resources, and also it has been necessary to apply experience that has been gathered in two districts in the east of the province to the provinces as a whole. These facts have been borne in mind in making the estimate. In the former case the ideal 37,000 has been reduced to a safe estimate of 31,500, and in applying the experiences of Jaunpur and Benares, to the provinces as a whole, I have steadily left a considerable margin of safety.

5. I will summarize the arguments which will be found more fully developed further on :—

- (1) The first argument is based on the percentage of boys of school-going age who may be expected to be got into our schools. In the Benares district, at a safe estimate, 31,500, boys can be got into the vernacular schools of the rural area. This represents 60 per cent. of the boys of school-going age. Twelve lakhs only represent 34 per cent. of the boys of school-going age for the provinces as a whole. If Benares can rise to 60 per cent. it does not appear unreasonable to expect the province to rise to 34 per cent.
- (2) The second argument is based on the possible development to be expected from the present enrolment. In March, 1912, there were in round figures 480,000 boys in the primary schools of the province. To get 1,100,000, would need an all-round increase up to 230 per cent. of the present figure, and 1,200,000 would represent an increase to 250 per cent. Jaunpur actually did as much as this and Benares nearly as much, in two years, without anything like unlimited resources, and both can be estimated to easily rise to 400 per cent. of their original enrolment before expansion commenced. If 400 per cent. increases are possible for Benares and Jaunpur, it appears not unreasonable to look for an increase to 230 or 250 per cent. for the provinces as a whole.
- (3) The third argument is difficult to condense, so as to be followed by anyone not familiar with the present condition of primary schools. It is as follows. At present there are between 200,000 and 240,000 scholars in the lowest class of all. By opening some new schools and by developing all the existing ones thoroughly it should be possible to get 360,000 into this class. At present preparatory section "A" the lowest class represents 40 to 50 per cent. of the total enrolment. If the scholars are properly taught they should get on to the higher classes so that the numbers in preparatory "A" should represent 20 to 30 per cent. of the total. Taking the higher figure 30 per cent. even, with 360,000 scholars in "A" there should be 1,200,000 in the schools as a whole. With 20 per cent. it would come to 1,500,000.

6. Finally, it may be asked whether, assuming that the facts are as I have attempted to prove, it is worth while proving them. The fact appears to be of considerable importance for two reasons—

- (1) If when provision has been made for 800,000 scholars the effective demand for primary education has not been met even approximately, it is a strong argument for postponing some other desirable but less essential improvements to the first and cardinal one of providing teachers.
- (2) If it can be established that the present backward condition of primary education in these provinces is due entirely to absence of funds, it appears as if it might supply an urgent reason for a more liberal treatment of those provinces in the matter of grants by the Government of India.

*B.—Detailed arguments to show that it is reasonable to estimate that 1,200,000 boys could be got into the vernacular schools of these provinces in five years.*

- I.—Arguments based on population.
- II.—Arguments based on the present enrolment.
- III.—Argument based on the enrolment in preparatory section "A."

*I.—Arguments based on population.*

*7. Province—*

The population of the province is ..	..	..	47,182,044
7½ per cent. of these are estimated as boys of school-age ..	..	..	3,525,000
On this number—			
1,200,000, represents percentage of ..	..	..	84 per cent.
800,000,      Ditto      ..	..	..	22·7
480,000,      Ditto      ..	..	..	13·6

*8. Benares—*

Population of district ..	..	..	..	896,314
Ditto of city ..	..	..	..	200,000
Ditto of <i>dehat</i> (say) ..	..	..	..	700,000
7½ per cent. representing boys of school-age ..	..	..	..	52,500
Present number (VII—1913), excluding girls and middle section ..	..	..	..	16,357
This gives a percentage— ..	..	..	..	35 per cent.
81,500 would give a percentage of ..	..	..	..	60     "
87,000      Ditto      ..	..	..	..	70     "

9. By April, 1917 the Benares district can certainly have 31,500 in the vernacular schools including the middle section, and it is not impossible that the number might approach to 37,000.

If the Benares district can get up to 60 per cent. of the total it does not appear at all impossible for the province to rise to 84 per cent.

*II.—Arguments based on the present enrolment.*

10. There are two districts where the policy now adopted by the Committee has been tried to some extent—the policy I mean of developing the education by developing existing schools and making them efficient. In both cases the advance had to be checked after two or three years, owing to financial considerations, and in fact reductions had to be enforced. Still it is possible to estimate from what was done in those two or three years, what could be done by this policy. In the case of Benares the system has been followed up to the present as far as funds have allowed, and it is, possible to form a very fair estimate of the point it could reach by April 1917. By that date if there are no financial limitations the district could have 31,500 boys in the vernacular schools of the rural area, and it is just possible that the number might go so far as 37,000.

11. *Jaunpur.*—In 1904-5 this district had 7,799 boys in its primary schools. This represented 8·6 per cent. of the boys of school-going age compared with the provincial average of 11. Thus Jaunpur did not stand as an advanced district. By 1907-8 the number had risen to 19,722, representing an increase to 253 per cent. of the figure it started at. There was nothing approaching unlimited financial resources during those three years, and I recollect estimating that it should be possible to get up to near 40,000. This would mean an increase up to over 500 per cent. of the original figure. Not having accurate knowledge of the present position in Jaunpur I should not care to stand on this estimate, but anyhow the possible must be well over 400 per cent. of the starting figure.

12. *Benares.*—In 1905-6 this district started with 8,972 scholars in the primary schools of the district. Mr. Radice started the advance and in two years by 1907-8 the number had risen to 18,906, representing a rise to 210 per cent. of the initial figure. For four years after that the numbers had to be cut down owing to financial necessities. Extra money has been available to a limited extent for the last eighteen months, and the present enrolment stands at 18,857 excluding the city area. Thus the actual rise has been from 13 per cent. of the boys of school-going age for the whole district to 35 per cent. of the same for the rural area. This represents an actual rise of nearly 270 per cent. A safe estimate of the possibilities upto April, 1917, gives 31,500 including middle section, 28,500 excluding it. This represents an increase of over 400 per cent. of the initial figure.

13. Thus there are two districts in which the system has been tried. In both with restricted finances there is an actual visible increase upto 250 per cent. of the original enrolment, and a further increase clearly visible in the future upto 400 per cent. Then to ask for an increase in the province in general upto 230 or 250 per cent. appears moderate. Even if instead of the figure for 1912 we take the provincial enrolment for 1905-6, namely, 389,514, the increase asked for is only 282 per cent. The difference between 282 and 400 appears to leave a sufficient margin for unexpected difficulties.

### *III.—Estimate based on numbers in preparatory class "A."*

14. At present there are 480,000 boys in the primary schools of the province. At an estimate 200,000 to 240,000 of these are in preparatory "A." This number, I estimate, would rise to 360,000. In the first place the number of schools would be raised from about 9,000 to 12,000. The increased efficiency and supply of teachers would lead to a considerable increase in the numbers in each section "A," till I estimate that the average enrolment would amount to 30 per section. In Benares district the average is 35; although the number of schools in that district, whether compared with area or population, is extremely high. Hence taking a provincial average of 30 does not appear unreasonable.

With 360,000 in "A" there will be 1,200,000 in the vernacular schools provided "A" does not represent more than 30 per cent. of the total. At present "A" represents 40 to 50 per cent. of the total in the district, but the whole object of the policy is to improve efficiency and so get this percentage in "A" reduced to a reasonable limit. It should be possible to develop till "A" only constitutes 20 per cent. of the total. However I have worked on a 30 per cent. basis to leave a margin in case preparatory "A" should fall short of 360,000.

### **C.—CONDITIONS NECESSARY FOR ARRIVING AT THE INCREASE.**

15. I have endeavoured to show that it is well within the bounds of possibility to get 1,200,000 boys into the vernacular schools of the province.

In order to arrive at this result certain points of administration are of course essential. I wish now to discuss them. They may be put under the following heads:—

- (1) Finance.
- (2) Organization.

- (3) Provision of teachers.
- (4) Do. of accommodation.
- (5) Fees.
- (6) Provision for the future of the successful scholars.

16. There are one or two matters that I wish to particularly repudiate.

- (1) I do not contemplate any sort of form of compulsion or official pressure beyond encouraging teachers to do their best. Of course, with official pressure, it would be possible to get a very large number of boys sent to school, but such progress would be largely spurious, and I do not believe in it, at present at any rate, nor have I employed it in districts where I have been.
- (2) I do not propose bribing boys to come to school by a large number of scholarships, until arrangements have been made to accommodate, and for the efficient teaching of all who are willing to take education at a small fee or free.
- (3) I would particularly emphasize that I am not aiming at a mere increase in numbers regardless of efficiency. The very opposite is my policy. It would be extremely easy by covering the provinces with cheap, inefficient schools to get a large immediate increase of names on to the registers. My aim is very different. I would propose a certain increase in the number of schools, from 9,000 to 12,000, but in the main my policy rests on increasing the size and efficiency of each school. My estimate is based on a belief that the number of boys in preparatory class "A" will increase by only 50 to 80 per cent. while the total number of scholars will be about 250 per cent. representing an immense increase in efficiency, as all the boys not in "A" will be in higher classes. The increase in the upper primary section would certainly be not less than 400 per cent. compared with a general increase of 250 per cent. When the system had fully developed, the final position would probably be an increase in the upper primary section to 700 per cent.

I now wish to deal with the conditions one at a time.

17. (1) *Finance*.—The Committee has recommended a scale for the pay of teachers which works out at about Rs. 13 per teacher on an average. Allowing 30 boys per teacher this comes to Rs. 5-3-0 per scholar per annum for teachers' pay alone. In the middle section a scholar costs Rs. 10 even now, so the all-round-rate would be higher still. Hence at the accepted scale of teachers the 1,200,000 scholars would cost about Rs. 70,000 for teachers alone. At present the cost in board schools is Rs. 10 in middle schools, Rs. 3-14-0 per head in primary schools, and Rs. 2 in aided schools. While accepting the scale as recommended by the Committee as the ideal to be aimed at, I think that for the present the cost per scholar should be kept down to a somewhat lower figure, say Rs. 4-8-0 in the primary schools and Rs. 10 in the middle section. Even at these figures the cost for teachers alone would come to 59½ lakhs, estimating for one lakh of scholars in the middle section. Some part of this would be met from fees, but not a great deal.

18. (2) *Organization*.—In order to obtain the number I am reckoning on the boys who come to the schools being properly looked after and educated so that the upper classes fill instead of as at present most of the

boys sitting uneducated in the two preparatory sections. To secure this extra teachers should continuously and systematically be given at the rate of one teacher for 30 boys. While expansion is going on it is not reasonable to expect that the 30 boys should be enrolled before the extra teacher is given. Either the extra teacher should be given when half the extra boys are actually enrolled, or the district should be treated as a whole and allowed teachers at the rate of one per 30 boys. On this basis the schools with surplus boys could be balanced against those not yet upto the full 30 per teacher and steady progress would be made. A maximum of 40 per class should also be laid down to prevent excessive enrolment in "a." If there were any tendency to excess in any class above "a" it should be taken as an argument for opening or developing another school in the neighbourhood.

The rule adopted by the Committee that no teacher should attempt to teach more than two classes would probably be adequate to prevent the premature opening of higher classes before there were adequate teachers in the school, but it should be specially noted that it is much better for the education of a district as a whole that schools should not open higher classes till there are enough boys to make it of a reasonable size; about 15 might be mentioned as a standard. Of course if there is no class available for the boys within reasonable walking distance, this standard must be freely departed from. The ordinary school with two teachers should only teach three classes—*a*, *b*, and *I*.

19. (3) *Teachers*.—To teach 1,200,000 boys it would require 40,000 teachers. This number of middle pass men would not be available at once or for some years to come. It is clear therefore that at first at any rate special efforts would have to be made to develop the middle sections. Ultimately I should like to see the fees for the middle sections raised till they are nearly self-supporting, but at first the fees should not be too much raised and half-rate scholars and free scholars should be admitted in very large numbers. This means of course that the district boards and really Government must be prepared for some years to find a considerable sum for middle education. After the rapid development has ceased then would come the time to stiffen the fees in the middle section to raise money to meet further demands for primary education. Good teachers of the class of normal pass men are needed as teachers in middle sections, and for head-masters of upper primary schools. Training class men should mainly fill the other posts, but for a long time to come a large portion must be untrained. These should as soon as possible all be vernacular final pass men, but for some years to come we shall have to freely use the services of upper primary pass men. The grading should at once be so improved so as to keep the good men and make them contented. It is waste of money to pay mere middle pass men, and still more so upper primary pass men at the scale proposed by the Committee, which scale should be worked up to as we arrive at the desired goal of sufficient normal pass men for the important posts, and the rest trained men, except those young men between fourteen and eighteen who have passed the middle examination and are too young to be full teachers.

As regards the supply of teachers in 1911-12, there were 19,671 scholars who passed the upper primary examination. This number will certainly increase two, three, and fourfold under the improved system. Thus clearly the supply of upper primary pass men may be reckoned on as beyond any possible demand. As regards vernacular final pass men, there were in

1910-11, 5,981 scholars, who passed and in 1911-12, 4,182. Under the improved conditions the number will double for certain and in time should be nearly four times the present number. If half of these are available this means from 2,500 up to 10,000 men available each year. At present there are about 16,000 teachers. To supply the extra 24,000 would take ten years at the present rate, but only  $2\frac{1}{2}$  at the maximum rate. Thus the difficulty is one that would be removed before long, but would be great just at first.

20. (4) *Accommodation*.—It is obviously impossible to provide proper accommodation for all these scholars at once. This must be a matter of time. All middle schools should, in my opinion, be first properly housed. Then a good building should be provided for each upper primary school to properly provide for three or four teachers. The excess of scholars above this might be accommodated in *chappers* or hired or borrowed buildings, and for the present I should advise that all preparatory schools should be housed in the same way. Then as funds become available accommodation on a proper scale should be provided for the preparatory schools and the rest of the upper primary schools.

21. (5) *Fees*.—Fees may be regarded as serving two purposes—

- (a) To raise money, to teach extra scholars for whom provision could not otherwise be found, or for other educational purposes.
- (b) As a means for fair selection when more boys desire education than there is accommodation for.

The present fees are very low and I do not propose any reduction in the present scale to secure our numbers. I would encourage boards to collect as much as possible in fees, by allowing the money so raised for some purpose outside the limits for which Government is now finding money, e.g., if all fees went to pay for middle education this would give an incentive to the boards not to cut down fees unnecessarily.

22. (6) *Provision for the future of successful scholars*.—One cause for indifference towards vernacular education is that there are so few openings for men who have passed the vernacular final. At present the openings are school teacherships and patwarships, and a certain amount of inferior private employment. Everything is now put on to the entrance or school-leaving certificate. Where mere intelligence with character is required I think that more of a chance should be given to vernacular educated men. Advanced education must be in English at present, but efforts should be made to make vernacular qualification of more value, where advanced learning is not required, e.g., for sub-overseers, gardeners, chauffeurs and the police.

Last and chiefly, however I consider that every encouragement should be given to special classes for giving English education to vernacular final men. At present the demand is so strong that all that is needed is accommodation; fees could be put high enough to pay the teachers, e.g., Rs. 2 per mensem.

C. A. C. STREATFIELD.

*The 20th August, 1913.*

APPENDIX H.—*Rural schools and their curriculum.*

1. In a note on rural education prepared in September 1911 I ventured to criticize the policy adopted at that time in the following words :—

“ In the report of the Educational Conference at Allahabad, in the discussions which are constantly taking place over Mr Gokhale’s Compulsory Education Bill and in the recent order of the Government of India stating the policy to be adopted for the encouragement of primary education, I can find no indication of any attempt being made to gain the co-operation of the people themselves. Board schools are to be preferred to aided schools ; the control of the inspecting staff, and therefore of the schools themselves, is to be in the hands of the Educational department, and buildings are to be constructed or hired. The school hours are to be four per diem, and there is to be no distinction of curricula as between urban and rural schools ; that is to say, there is to be no special provision for the needs of rural tracts. Everything is to be done by the department ; nothing is to be left to the villagers, and no help is to be asked or expected of them.

“ 2. This complete ignoring of the people for whose benefit it is that we are anxious to devise a satisfactory system of education seems to me most unwise, and especially so if it be decided that any form of compulsion is to be introduced. For in order to secure the best results from the efforts to be made and the funds to be granted towards the extension of education in rural tracts, it seems to me quite clear that—

*Firstly*.—We must carry the most intelligent and reliable of the villagers with us, and

*Secondly*.—We must endeavour to make them contribute to the expense.

“ Of these the first condition is all-important because, if it is realized, the second will naturally follow. In Japan, though inspection is provided by the Educational department, the administration of the primary schools and of the rates by which they are principally supported rests almost entirely in the hands of the village mayor and council. In the resolution on the Central Provinces Educational Report for 1897-8 Sir D. Ibbetson, in discussing the effects of the mild official pressure then exercised to promote school attendance, remarked :—‘ The fact remains that before such semi-compulsion can be justified, it behoves us to make very sure that the education which we thus force down more or less unwilling throats is suited to the needs of the people and their objections to it are not based on something better than mere ignorance and prejudice.’ It was in pursuance of these ideas that two notable steps were taken—the appointment of school committees, and the introduction of the half-time system in rural areas. It is with these two subjects that I wish to deal in this note.

*Village school committees.*

“ 3. The school committees in the Central Provinces are appointed by the local boards. They are said by Mr. H. Sharp in his *Note on Rural Schools in the Central Provinces* to perform their work well on the whole, though they require supervision by inspecting officers. But their utility is hindered by two defects ; first, they are nominated by higher authority instead of being elected, and therefore lack the element of permanence, and may not perhaps possess the confidence of the people ;

and, secondly, their powers are too limited and their duties too restricted to create in them a proper sense of responsibility. Their duties are stated to be periodical inspections, both collective and individual, the assessing of fees and expenditure of fee receipts, the enforcement of discipline and regularity of attendance, the report of irregularities to the local board, the granting of leave (not exceeding three days) to teachers and (though this is not formally recognized) the construction and repair of school buildings. Now, for an old-established Government school such a committee in spite of defects in constitution and working would, if full advantage of it were taken by inspecting officers, be of very great use, and I think the system should be introduced into these provinces and there be both improved and extended. First, in existing schools the committee should be elective, should have a voice in the selection of a teacher and should be fully responsible for the maintenance of the school buildings, furniture, etc., with such help, if any, as may be provided by the district board; and, secondly, in any extension of facilities for primary rural education the formation of school committees should be an essential portion of the scheme.

“ 4. So far in these provinces the only attempt to secure the co-operation of the villagers both in managing schools and contributing towards their cost has been the introduction of the system of aided schools, and on the whole these institutions cannot be said to have yielded satisfactory results. They were either private ventures by an unqualified, needy and incompetent teacher, in which case they were most inefficient, or classes established by a *samindar* or superior tenant in order to take full advantage of the services of a teacher primarily employed to educate his own children, in which case they died a natural death when the promoter's children grew up and the teacher was discharged. Few aided schools were both efficient and stable institutions.

“ 5. On the other hand, in any village where a school is already established a committee on which each interest in the village and each inhabited site is represented, has in it all the elements of permanence and can render most valuable aid to the district board both by *raising contributions* and by exercising some supervision and control of a *non-technical* character.

“ 6. But it is especially with regard to the establishment of new schools that the services of such a committee would be of the greatest value. Officers who are in touch with the question of education in rural tracts are generally agreed that there now exists a very considerable demand for its extension. For this extension a certain limited amount of money will be available for each district and the problem is how to expend it to the best advantage. It is obvious that it will be expended to the best advantage if in allotting it full use is made of such voluntary contribution as can be obtained from the villagers themselves. It might therefore be announced that the services of a trained teacher would be given to any village or group of villages where an efficient school committee was formed which undertook to provide a school room and furniture, to secure the attendance of a certain number of boys (and possibly to find a small proportion of the teacher's pay). The following results would then ensue:—first, the effective demand for education which existed in any tract would very soon become known: and, secondly, the funds available for extension of education would be utilized to the best advantage.

“ 7. It will no doubt be said that village people are not able to elect representative committees, and that the committees, even if elected, will be

unwilling to combine for the good of the village, will take no interest in their work and will be generally inefficient. To this I have to reply that it is all a matter of training. The people must be trained to form committees, and the committees must be trained to do the work for which they are appointed. Four and a half years' experience in the organization of co-operative societies in these provinces and of the committees to control them convinces me that the different sections of a village can, as a rule, be got to combine, and that efficient representative committees can be secured. My own *panchayats*, appointed for a different purpose altogether, have themselves in several districts turned their attention, without any pressure or even suggestion from outside, to primary education and raised subscriptions among their members for the employment of a teacher. *For co-operative societies themselves are a powerful stimulus in favour of primary education.* And the *panchayats* have also interested themselves in medical relief, sanitation and the settlement of disputes. Therefore there is little doubt that in the villages (now numbering over one thousand) where co-operative societies exist their *panchayats* could and would undertake with but little special training the duties of a school committee, wherever suitable conditions for the establishment of a school exist. And as the societies are usually established in groups of two or more would readily combine, as they have already done in some places, for the purpose of providing a teacher, to form a school committee. In villages where co-operative societies have not been established the first steps towards the formation of school committees must be slow and tentative. Our experience shows that it may need five or six visits to a village by a trained organizer before the people can find a committee which will definitely undertake the responsibility of collecting loans and generally managing the society for themselves and sometimes, though rarely owing to disunion in the village, such a committee cannot be constituted at all, but that when once a committee has been formed which agrees to undertake these responsibilities it is very seldom that it fails to carry out its engagements. And as villagers are quick to learn from their neighbours a successful committee in one village soon induces others to follow suit, so that it is only the initial steps in any locality which are tedious and difficult. The same, I anticipate, would be the case with the constitution of school committees, and the results would certainly be worth the trouble and the possible expense involved.

#### *The school year and school hours.*

" 8. The question of the institution of half-time schools for agriculturists was not touched by the Allahabad Educational Conference, but it has been discussed by Mr. Chakravarti in a memorandum drawn up for the use of the Rural Education Committee appointed last year in these provinces. He states that the resolution of the United Provinces Government of the 27th June 1899 limited instruction in all lower primary schools to three hours. As a matter of fact however little attention was even paid to these orders and most lower primary schools worked for full six hours daily. Accordingly in the Educational Code of 1910 the existing practice was recognized and legalized. The failure to adopt the principle of shorter hours was ascribed to their unpopularity both with teachers and parents, but I am myself of opinion that no real attempt was made by district boards and their inspecting officers to explain the object of Government in laying down the principle, and no real endeavour was made to

enforce its adoption. *Zamindars*, traders and writers—in fact, all the most influential people of the village—want for their sons as much education as they can get and are naturally therefore in favour of whole-time schools working right through the agricultural year. As for the agricultural population itself, education has so far reached only a small section of it, and by it is regarded generally not as a means of improving a boy's mind so that he may bring more intelligence to bear on his hereditary occupation of agriculture, but as leading to some small post in which literacy is required. The object of the boy's parent is that he should desert agriculture and take up other employment, and he does not therefore object if the education imparted gives the boy a distaste for field-work. On the other hand, he desires that the boy should receive as advanced a literary education as possible, and that he should devote his whole-time to his books. There was therefore little demand for schools whose hours and days should be made to fit in with the requirements of agriculture. *But now, as the aims of rural education are becoming better understood and as facilities for primary instruction are being extended*, it is surely time to make it plain that the object of Government is to devise for rural areas a system of education suitable to the agricultural community and that an essential element in such a system is that the school hours and days should be made to fit in with the requirements of agriculture. As regards hours, there is some indication that ideas are already beginning to change. Lala Ishwar Sahai, Rai Bahadur, honorary organizer for co-operative credit societies in Fatehpur, recently wrote to me as follows:—

“ I am glad to inform you that the Phulwa Mao Society has recently passed a resolution in its general meeting to make primary education compulsory among the children of its members. I found the boys and girls being taught without the distinction of caste and creed without any objection. The attendance on the day of my inspection was 45; among the students were as follows:—

					Boys.	Girls.
Thakur..	..	..	..	..	21	5
Brahman	..	..	..	..	5	1
Bania	..	..	..	..	3	..
Carpenter	..	..	..	..	3	..
Teli	..	..	..	..	1	..
Goldsmith	..	..	..	..	1	..
Murai ..	..	..	..	..	1	..
Ahir	..	..	..	..	1	..
Koli ..	..	..	..	..	1	..
Berya ..	..	..	..	..	..	1
Washerman	..	..	..	..	1	..

“ At present the arrangement is that the accountant of the *panchayat* teaches, who gets Rs. 7. Education is given for two hours only; first hour, language; second hour, arithmetic. The boys are left free in the mornings to help their parents in their professional work, and they are taught only in the afternoons.

“ In my opinion one teacher is not sufficient even at present, and the number of boys will soon increase. I have a mind to ask for help of a teacher from the Chairman, district board, if he is ready to observe the time of education proposed by the *panchayat*, because in district board schools whole-day education is given, which on account of poverty and of scarcity of labourers is very hard for the common cultivators. And it is probable that similar ideas are taking shape in other districts.

“ 9. Then with regard to the school year no attempt has hitherto been made to make it agree with agricultural conditions. Examinations are to

be held in March, one of the busiest months, and no provision is made, as in Japan and even in the glens of Scotland, for closing the school at harvest time. The holidays for all vernacular schools alike are laid down in the Educational Code and include ten Muhammadan holidays, which in many villages would not be required at all. Surely it is likely that the agricultural population, if organized and therefore able to give expression to its views, would ask for considerable changes in the school year.

"10. In the resolution on educational policy issued by the Government of India in 1904 we read:—'The Government of India regard it as a matter of primary importance to provide a simple, suitable and useful type of school for the agriculturist and to foster the demand for it among the population.' This ideal, however, seems to me in danger of being lost sight of, because little attempt is being made first to instruct the people themselves in the aims of primary education; and, secondly, to consult them as to the best methods of accomplishing these aims. It is by the organization and training of school committees and by listening to their suggestions and recommendations that the objects of Government can best be achieved and the efforts now to be made to improve and extend primary education in rural areas attain their full development."

11. I am glad to observe that the resolution appointing this Committee invites us to consider the functions of local school committees, the manner in which these functions are exercised and the means by which the interest and co-operation of the people may be enlisted on behalf of primary schools. Personally, although I cannot carry the Committee with me, I do not desire in any way to modify the views expressed above except in the following respects.

*Village school committees.*—I think that these should be appointed for each area served by an upper primary school, which is the unit of elementary rural education. It should be representative of the different villages and interests concerned. Though ultimately to be elective it might at first be appointed by the tahsildar in consultation with the local inspecting officer of the district board. It would be entrusted with all the duties mentioned in paragraph 3 and would also be consulted in the matter of school hours and holidays. And if a school rate is ever introduced (as in the Central Provinces) it would undertake the assessment of it.

12. *The school-year and school hours.*—I have pointed out in my note (paragraph 8) that, if primary education in rural tracts is to become general, the system must be suited to the needs of agriculturists, who form nine-tenths of the population. That it is not now suited to them is chiefly due to the fact that the influential and well-to-do classes want a whole-time literary education for their boys whereas there has been little demand among agriculturists for any education at all. If a boy is sent to school at all, he is taken away as soon as he becomes of use in the fields.

The replies of Chairmen of district boards to the questions asked them in 1911 reveal a consensus of opinion that sitting in school (at any rate beyond a certain age) gives a boy a distaste for field-work. And it seems plain that the school-year and school hours should be fixed in such a way as to leave ample time and opportunity for boys, while yet in the school, to help their parents in their hereditary occupation of agriculture. At present the hours are morning and evening, so that practically the whole day is filled up and "the Chairman may allow one vacation of not more than fifteen days at the time of each of the two principal harvests.

of the year." This vacation usually includes the Holi and Desehra holidays, and so we have a school-year of eleven months. Now if rural schools are to be primarily for the benefit of agriculturists, it seems to me that radical reform is here required, and that the school-year should not extend over more than seven or eight months, thus leaving the boys every opportunity to keep in touch with agriculture. The vacation would of course be fixed to suit the agricultural conditions of each district, but in Allahabad the months of October, November and 15th February to 15th April were suggested to me as suitable for the vacation. I may state, in addition to the examples given in my previous note, that in the United States of America rural schools are closed for four months in summer. The vacations would of course be utilized for the collection of teachers at training centres. At present the schools are closed for ten days simply for this purpose in the hot weather, when there is no agricultural business doing. The vacations could also be utilized for improving the scientific knowledge of teachers who had been through the training classes.

13. It is probable, too, that there is scope both in urban and in rural schools for half-time attendance. This would be restricted to two or at most three hours, and leave the boys free for the rest of the day to help their parents. The teacher could then teach two sets of boys—one in the morning and one in the afternoon. This might, I think, be the normal type of lower primary school bringing as it does a great saving in expense. On the other hand, for upper primary schools full-time attendance appears necessary, but half-time schools should be started experimentally in selected localities where there is little demand for education on present lines and for such schools a special curriculum should be framed. Up to the present half-time schools have not had a fair chance, because boys are allowed to come for full-time and this permission is fatal to their success.

14. The Government resolution appointing this Committee raises the question of the utility of drawing, object lessons and nature study, and directs that in considering this question the wishes of parents, the time available for instruction and the capabilities of teachers should be taken into account.

15. Now capable teachers can be found if adequate salaries and training are provided, and the more efficient instruction imparted by such teachers can economize the time of pupils. The main point therefore for consideration is whether such studies are worth the time and trouble expended on them. The solution of this problem depends, I would submit, on the effect such studies may have in fitting the boys for their life work, and this so far as rural tracts are concerned may, in my opinion, shortly be stated thus:—"Are they likely to increase the agricultural efficiency of the pupils?" If this effect is produced, we may be sure that the parents, as soon as they understand and appreciate it, will not be slow in signifying their approval.

16. I have examined the papers containing the replies of the Chairmen of district boards to the questions set them in 1911, and especially the replies to question VI—Has the growth of primary education been retarded by the character and methods of teaching imparted? There I find that drawing is almost universally objected to by the parents, that clay-modelling is generally scorned and that considerable doubt is expressed as to the utility of object lessons and nature study, while, on the other hand, village opinion favours generally a more practical system of education and suggests some form of instruction in agriculture.

17. Mr. de la Fosse in his letter discussing these reports deals very summarily with this last suggestion. He says:—"If the criticism levelled against the curriculum is actuated by a desire to include agriculture in elementary education, it shows an ignorance of the history of the subject." Now, I agree that agriculture cannot be taught by text-books either in elementary or other schools. But I maintain that even in primary schools a beginning can be made in interesting the boys in agriculture by giving a practical (i.e., agricultural) trend to nature study and by teaching the elements of agricultural botany, the physical properties of soils and the application of scientific methods to agriculture. This is what is actually done in rural primary schools of the United States of America. I had thought of preparing a note on the system in force there, but it is sufficient for my present purpose to state the fact that in eighteen out of forty-eight states the law makes agriculture a compulsory subject in primary schools, and in other states it has been or is being introduced "as far as the experience of the teacher and the conditions of school environment permit."

18. The Rural Education Committee which met three years ago considered the question and the conclusions to which it came were briefly as follows:—that (1) agriculture cannot be taught in primary schools, and 2) farms should not be attached to them, but (3) school gardens should be provided where possible, and in any case arrangements be made for growing in pots plants suitable for object lessons, (4) object lessons and nature study should be compulsory subjects, and (5) drawing and clay-modelling should be optional subjects. A scheme for object (or observation) lessons and nature study dealing only with common objects, animals and plants was also drawn up for adoption in primary schools, and instructions framed for the guidance of teachers. It was somewhat tentatively suggested that it would be possible for teachers who take an interest in agriculture to make certain leaflets of the Agricultural department the subject of object lessons, provided that the teachers were able to obtain facilities from cultivators in the neighbourhood of the school to show in actual practice the improvement to which the leaflet refers.

19. The resolutions of the Rural Education Committee, which included several expert educationalists, have not as yet been accepted by Government and have not therefore been put into practice. They will have presumably to be considered by our Committee, and the occasion therefore seems convenient for some discussion of them. I do so with some diffidence, not being a trained educationalist.

20. (1) *Drawing and clay-modelling.*—I would observe that the resolution XVII of the Committee—"that drawing and clay-modelling should be optional subjects, for the present"—seems to show that the experts have doubts as to the great educational value of the subjects and in view of the adverse opinion generally expressed by ordinary people that drawing and clay-modelling are mere waste of time, these subjects might, and should, in my opinion, be excluded altogether from the curriculum.

(2) *Object lessons and nature study.*—I have no criticisms to make on the scheme for object lessons to be delivered to the preparatory and lower primary classes; they seem to me well adapted to awaken the boys' interest and to lead them to reflect. But when, as happens in the upper primary stage, object lessons develop into nature study, I think it most desirable that a more practical turn be given to the course and an attempt be made to interest the boys in the agriculture going on around them by the practical study of the laws of nature as exemplified in the local soils and crops.

So their minds will be prepared for the reception of new ideas, and for the adoption of such improved methods, seeds and implements as have been tested and recommended by the Agricultural department.

(3) *School gardens.*—For the purposes above mentioned it seems to me that something more is wanted than the growth of plants in pots. School gardens should not be regarded as an ideal "the attainment of which is at present impracticable," but should be laid out in all upper primary schools. Flower and vegetable seeds suitable for nature study purposes should be provided from one of the public gardens, and some portion of the area should be utilized as a demonstration plot under instruction supplied by the Agricultural department. The garden affords an opportunity for watching the growth of plant life, for teaching the meaning of the best farm practices, such as green manuring, the rotation of crops and the formation of a fine tilth, while instruction could also be given in the selection and testing of seeds.

21. Objections will no doubt be raised to these proposals, and I wish to some extent to anticipate them here.

(1) *Agriculture cannot be taught in schools.*—This is the present contention of the Educational department, and I have already discussed it in paragraph 4. If it were renamed "nature study with an agricultural trend" and if it were made plain that it is not proposed to teach by textbooks, very possibly these objections would disappear. In any case the example of the United States of America may be cited in proof of the fact that such study as I have suggested of plant life, of the properties of soils and of agricultural practices can be included in the primary school curriculum.

(2) *The lack of trained teachers.*—This will no doubt be the chief difficulty, but if the object itself is worth while, the higher training necessary can be imparted in our normal schools and training classes. We are already, if the scheme of nature study framed by the Rural Education Committee be approved, committed to an advance in this direction. For it cannot be carried out unless the teachers have a scientific knowledge of botany, and this science is not included in the existing curriculum of normal schools. The course in botany which will have to be introduced should be given an agricultural tendency, and the elements of agricultural chemistry and the knowledge of the physical properties of soils might also be taught in the normal schools. And in considering curricula one cannot omit from consideration the vernacular middle schools, which are the feeders of the normal schools. These schools provide an education excellent in its way, but too exclusively literary, and it is surely time that an industrial, which in rural tracts can only be an agricultural, bias should be given to it. In the words of the recent Government of India resolution "Technical and industrial progress are likely to create numerous openings for men with a good vernacular education." But at present the education given is not suitable for this purpose. Such schools should at least have a scientific side and teach in classes V and VI the elements of botany and agricultural chemistry, and so carry the pupils on naturally from the nature study of the primary schools to the higher scientific studies of the normals schools. If the middle school course is extended by one year a grounding in science can surely be given.

(3) *The lack of time for any addition to the curriculum.*—Improved training of teachers will result in better use being made of the time now available, and I have not sufficient experience of the working of the present

curriculum to say whether the lack of time is a serious objection to these proposals. If so, it could be met by the extension of the upper primary course for such boys as do not propose to proceed further by one year. This appears to me desirable on other grounds.

22. *Differentiation of curriculum for sons of agriculturists.*—A child comes to school at the age of six. If he passes from class to class by the proper stages, at the age of ten he will be through the lower primary standard and at the age of twelve he will pass the upper primary examination. Are all village boys whom their parents do not wish or cannot afford to send away to a middle school in the neighbouring town to end their education at this age? Surely, if they do, they cannot be expected to carry away very much that will be useful to them in after life. The education in village schools should, it seems to me, be carried further. How this had best be done—whether by the extension of the upper primary course by one year, by special classes in school hours for boys who have passed the upper primary standard or by evening classes—I am not clear in my own mind, though I am inclined to prefer the second alternative as giving the best opportunity for the practical instruction in the sciences connected with agriculture.

23. *Summary of the proposals and their object.*—These proposals resolve themselves into the following :—

- (1) Abolition of clay-modelling and drawing.
- (2) A practical trend to be given to nature study by the general institution of school gardens and by teaching the elements of agricultural sciences and the principles underlying the ordinary practices of the farm.
- (3) A long vacation (perhaps divided into two portions) for village schools.
- (4) Extension of the course of instruction in village schools by one year.
- (5) Some corresponding change in the curriculum both of normal and of vernacular middle schools, and an addition to the latter of a scientific side.
- (6) Half-time schools to be started experimentally in selected places with special curriculum.

24. The objects with which the above proposals have been framed are generally to adapt to the need of rural traits the education therein given and to bring the Agricultural department into touch with the people through the schools and so increase the efficiency of agriculture. For this purpose close co-operation between the Agricultural and Educational departments is necessary and when once a beginning is made in interesting the schools in practical agriculture, various lines of development are possible in which the Agricultural department can take a large share. I would specially mention the dissemination of useful information through bulletins the utilization of demonstration plots and the formation of boys' agricultural clubs. I cannot claim myself to be either an agricultural or an educational expert, and there will therefore no doubt be much in these proposals open to criticism. They should perhaps be taken more as suggestions than proposals. But I am convinced that the objects mentioned above are such as are worth some sacrifice to obtain, and I hope that more expert heads than mine will turn their attention towards the framing of a comprehensive scheme for the attainment of those objects.

S. H. FREMANTLE.

*The 18th August, 1913.*

**APPENDIX J.—Note on the language of the readers.**

ONE of the most important questions which the Committee had to decide was the language in which the readers should be written and the standard up to which they should rise. The papers laid before the Committee and the evidence of many competent witnesses examined conclusively show that the instruction imparted in our primary schools is insufficient to enable our students to make any use of the knowledge so acquired by them. Many are unable to read or understand ordinary newspapers, written in Urdu or Hindi, or the ordinary works of literature in either language. I am therefore glad that the Committee has decided to include six lessons in each of the readers for third and fourth classes to consist of extracts from Urdu books or periodicals or newspaper literature for Urdu readers. I also welcome the recommendation made by the Committee that the student should be required and encouraged to read works in these languages outside the course as also the recommendation to provide suitable libraries for the said purpose in every primary school. The bulk of the present lessons are however still to consist of lessons written in what is called a common language, printed in the Persian character in one class of readers and in Devahagri character in the other class of readers. I am glad that the majority of the Committee has approved and recommended the proposal to put words more suitable to the Hindi or Urdu readers, as the case may be, within brackets for the corresponding terms and expressions used in the other set of readers.

I regret however I am unable to regard this as a sufficient remedy of the complaint which has been persistently made against the present set of readers alike by the Hindu and the Muhammadan communities. These readers are not regarded by recognized writers and scholars as either Hindi or Urdu, and their language is considered neither good Hindi nor good Urdu but a lower dilution of either of these forms of vernaculars deprived of the words and expressions which give those forms of vernaculars their force of expression and upon which depends their elegance and virility. The Hindi and the Urdu both derive their higher vocabulary from different sources, and the attempt to keep them to their lower level, necessitated by the exigency of keeping to a common language, necessarily keeps down the language to a much lower level from every point of view. In my opinion the Urdu readers should be written in a language which should, while easy and idiomatic, be standard Urdu of the best Urdu writers in popular and current language. The Hindi readers should be similarly written up according to the same standard in accordance with what one finds in the books of standard writers of a similar type, i.e., written in popular and current language of the day. It is, in my opinion, desirable to allow each form of these vernaculars to develop on their own natural lines, and I consider it not only undesirable but impracticable to force them into a common channel and to keep down the language to a lower level such as the present readers attempt to do. It is true that the Aligarh Committee approves of the idea of the readers being in common language, but that common language according to it is Urdu, which the Committee says is also described as Hindustani or Hindi. It really wants to make the language of readers Urdu only and to practically abolish Hindi. The language spoken by the great bulk of the population of these provinces is Hindi in its various dialectic forms. Large extensive literature of standard works, some of them dating back several centuries, already exist in the Hindi language, and it would, I think, be idle to attempt to smother the growth of this

form of the vernacular. In the course above the upper primary classes the Hindi taught is the literary Hindi of the day. In the Punjab and the Central Provinces the readers of the upper primary classes are in Hindi and Urdu, as the case may be. It was only recently that the theory of having readers in the common language was started in these provinces in Sir James LaTouche's time. The experiment, so far as poetry was concerned, was at once found to be an utter failure and as to the prose portion both the Aligarh Committee and the Hindi Sahitya Sammelan, Allahabad, have already condemned it. The Aligarh Committee recommends that the readers now in use in primary classes should be improved, which in other words would mean that they should be written in more correct and idiomatic Urdu. The Hindi Sahitya Sammelan, on the other hand, considers the language of the present readers as "inelegant, obscure and unidiomatic." The Aligarh Committee is so much dissatisfied with the common language of the *Educational Gazette* that it has recommended that two separate editors, one for the Urdu and the other for Hindi editions, be appointed. The Text-Book Committee, I understand, had to face the situation, and at its meeting held on the 13th March, 1908, practically recommended the reversion to the old system and its proceedings were, I believe, approved by the Government. I would therefore still urge the desirability of having Hindi and Urdu readers in simple, idiomatic and correct Hindi and Urdu to be written by the recognized authors in these languages.

The Committee, I understand, in coming to its conclusions has felt itself bound by the orders of the Government requiring the readers to be in the common language, but I think the Committee should have proceeded to consider the policy enunciated in the said orders and to have submitted its own views on the question. The suggested solution of the difficulty is, I fear, only a temporary compromise which will satisfy neither party and disappoint very much the great bulk of the population for whom the readers are intended. They will render primary education unpopular, and parents will not be induced to any large extent to send their boys for five long years to a school where in the end the boys will not be able to obtain a sufficient mastery of the language so as to be able to read classics. The new readers, I understand, would be the property of the Government, and I cannot help feeling that the readers will have again to be revised in a short time on the lines suggested by me. If this be so, the time and money spent in the compilation of the new readers will be thrown away. I have therefore considered it my duty to put my view in the form of this note to be appended to the report.

*The 1st August, 1913.*

GANGA PRASAD VARMA.

APPENDIX K.—*Minute of dissent.*

WHILE agreeing in the main with the proposals of the Committee, we regret that we cannot concur with the majority of our colleagues on some points, especially those affecting the language. It being a matter of far-reaching importance and fraught with serious consequences both as regards language and education, we deem it our duty to express our views on the two following resolutions passed by a majority of votes. We are sorry that we have not got the printed copy of the resolution before us, so we note them from memory.

(1) The resolution introducing six more difficult Hindi and Urdu lessons in the prose portion of Hindi and Urdu readers in classes III and IV.

(2) The resolution to the effect that in the III and IV class readers written in Urdu character the equivalent words of Sanskrit origin be put in brackets against the words of Persian or Arabic origin ; similarly, in readers written in Nagri character the words of Sanskrit be used in the body of the book and their equivalents used in Urdu readers be put in brackets against them.

As a matter of fact we were not at all prepared to discuss the language question in the Committee. The question has been discussed for years and thoroughly thrashed out, and one of the results is the adoption of the common language of the educated people of the province as the medium of our primary education. The resolution under question strikes at the very root of the principle and we submit a few following reasons in support of our dissent.

(a) The question of the language of the primary books has been settled long ago, and the advisability of putting the question before this Committee in any form may well be questioned as, "The language of every-day life as spoken by educated Hindus and Muhammadans" be quoted the G. O. no. 304/XV—344-2-20, dated the 16th May, 1903, "is the language which alone is adapted to instruct the masses in such subjects as will best fit them for the business of life."

(b) The question of the language was again made the subject of discussion before the Rural Education Committee which held its sittings at Naini Tal in 1910. The Committee by a majority passed a resolution introducing six lessons in primary readers with Sanskrit and Persian bias. The Government, however, rejected the resolution of the Committee, informing it that "the Government was unable to accept the General Committee's recommendation XIII passed at the meetings held at Naini Tal in September, as the Government was of the opinion that while the vocabulary of the readers should be graduated in difficulty it should be limited to works which are in regular conversational use by educated people and that it should not have the pedantic bias to either the Persian or the Sanskrit side affected by Indian writers." The Committee thereupon passed the following resolution: "That in supersession of resolution XIII of the General Committee and resolution XXIV of the Sub-Committee for readers all the prose portions of the primary readers should be in the common language of the educated residents of these provinces."

It may be noted here that while as it were the very ink of the Government order and the resolution of the Rural Committee was not dried, the very same question was revived and in almost the same form. We have

every reason to believe that the Government, benign as it is, considering the importance of the subject and gravity of the question, will adhere to its principle.

Under this head the minutes of dissent of Messrs. Saiyid Muhammad Had and Abdul Majid and Dr. Zia-ud-din Ahmad on the same subject, embodied in the Rural Education Report of 1910, may be referred to.

(c) Referring to the second resolution mentioned above, if words of Sanskrit origin be allowed to be used in readers written in Hindi character and of Persian origin in those of Urdu character with equivalent Persian or Hindi words in brackets in the body of the book, the result will be the use of different words in books of Urdu and Hindi characters which is directly a deviation from Government orders which should be respected and adhered to. In other words the books for vernacular primary schools should be, in the words of the Government order, "in the language of every-day life as spoken by educated Hindus and Muhammadans so that they can be printed in both the Persian and Nagri character."

Besides this, if the system of brackets be allowed with equivalent words within, from one bracket a line they will be two and from two to three and four. This will not only make the reading most unscientific and absurd, but will be an obstacle in the proper training of the eye. If however the object of the Committee be to give the meaning of any difficult words we have not the least objection to allow such Urdu and Hindi words to be entered in the footnote. If these resolutions aim at filling up a gap which is said to exist between the standards of education in classes IV and V, then this Committee has already provided with the remedy by the insertion of an additional class in the middle section and to devise curriculum for class V with a view to bridging the gap which is said to exist between classes IV and V. Thus there remains no necessity for either adding six more difficult lessons, or adding equivalent words in brackets as referred to in above resolutions.

In conclusion, we have only to add that we believe in the final decision, the interest of education and the language of the province will be safeguarded and the Government orders regarding the language of the primary books adhered to. We need hardly say that it was the question of character only at first, but gradually it is made to overlap the question of language, and if it is spoiled or injured by unnatural admixtures the difficulties of Government and the department in giving mass education will multiply and create fresh difficulties in other ways.

ASGHAR ALI KHAN.

SAIYID ABU JAFAR.

P.S.—As the Hon'ble Raja Saiyid Abu Jafar was going to leave Naini Tal on the 20th August, 1913, the above minute was prepared before the type-written portion of the Committee's report concerning the language question was received. It has since come and I would add a few more remarks.

The most important point to which I would draw special attention is that, apart from the declared policy and repeated orders of Government and instructions conveyed to Rural Education Committee regarding the absolute identity of language in the readers in both scripts which has been mentioned in the report, the Local Government Resolution of 7th May, 1913, by which the Committee was brought into existence, very wisely

avoids the controversy about the question of the language. All that the resolution requires this Committee to take into consideration about the text-books and courses of study is given in paragraph 11 of the second head of the enquiry, from which it is obvious that the language of the primary readers was not to be made the subject of discussion in this Committee. It is therefore a matter of very great regret and disappointment that the Committee has entered into discussion and has gone behind [the very clear and repeated orders of Government in face of the fact that it was neither asked nor authorized to open the question which to all intents and purposes has already been finally closed and decided. I cannot therefore help considering this action of the Committee as *ultra vires*.

I also respectfully beg to differ from the opinion of the Chairman that simply because the question happened to be raised by one or two members, the Committee was justified in passing an opinion on it, especially when it is an admitted fact that it is a very thorny question and has assumed a somewhat serious political outlook.

It has been admitted in the report that the motion of the Hon'ble Rai Bahadur Ganga Prasad Verma, about the bifurcation of the language from class III, was not accepted by the Committee as it "would have involved a very marked reversal" of the "declared policy" of the Government. But I am sorry to note that after coming to the above conclusion the Committee has in passing the resolutions regarding the language reversed its own finding and the declared policy of the Government. For the resolution (no. 2 in the report) is that these six lessons will not be identical in the two sets of readers, which, in clear words, means beginning of bifurcation of the common language from class III.

The resolution no. 1 in the report regarding the insertion of alternative words goes a step further and introduces bifurcation throughout from the very beginning of class III, or in other words not only accepts the resolution moved by the Hon'ble Rai Bahadur Ganga Prasad Verma but has the additional effect of spoiling the Urdu readers as well. As the resolution means the insertion of Sanskrit and Bhasha words not belonging to the common language of the educated residents of the provinces in the body of the Devanagri readers and in brackets or on margin of the Urdu readers.

I also beg to differ from that portion of the report in which it has been mentioned that special attention should be attached to the opinion of the Hon'ble Dr. Sundar Lal about the difficulty said to have been found in the preparation of the readers. As far as I know he was not a member of the body which wrote and prepared the readers and therefore could not have found any difficulty in their preparation, but was only a member of the expert committee appointed to revise the readers and belonging to the party advocating the advancement of Hindi. The Committee was not in possession of the views of the authors or compilers or of the other members of the expert committee who for aught I know hold different views. If the Committee or Chairman had any idea of entering into the question of language the evidence of experts ought to have been taken from the beginning and the members should have been given a chance of thoroughly examining the points and any conclusion of the Committee without such a proceeding is open to question.

The Committee in page 2 of its report lays great stress, and in my opinion rightly so, on the fact that most of its conclusions are based on the

evidence of the selected Chairmen of district boards, inspectors of schools and other gentlemen selected for the purpose. I am however sorry to observe that none of these gentlemen were examined on the language question nor was any attempt made to ascertain their views. The only other material on which the Committee can claim to have based its opinion in this matter is "the literature on the subject already in existence when the Committee first met." This literature, as I have already stated above, clearly proves that the conclusions arrived at by the Committee subvert all the recognized and the finally settled principles as to the language to be used in the primary readers.

It is therefore my humble submission that the finding of the Committee on language question is (1) *ultra vires* and (2) based on insufficient material and should not therefore carry any weight with the Government.

I beg to deny the presence in these provinces of any such thing as Hindi language in the sense in which we use the term when speaking of any living language which has a fixed literary standard, is spoken and written, and is used in correspondence and in law courts. As a matter of fact ancient Bhasha which, like Sanskrit is a dead language and is intelligible to those only who know Sanskrit, is now being revived in the form of a new language under the name of Hindi to the detriment of Urdu or Hindustani which is the *lingua franca* of the country and is in itself a compromise between the Arabic and Persian on one side and the long defunct Bhasha and Sanskrit on the other and has been in common use for the past three centuries. This is the language which has received official recognition to be used in vernacular offices, law courts and official vernacular correspondence in these provinces.

It is, in my humble opinion, the duty of Government, the Educational department and the people to encourage and develop that language alone through the medium of the vernacular readers. I hope the Government will firmly put down any attempt to alter the fixed and settled policy of Government on this subject.

I am prepared to prove the position I have taken by indubitable facts, but I don't consider it advisable to enter into this question for the simple reason that in the face of the clear and repeated orders of Government it should not be opened.

*The 26th August, 1913.*

ASGHAR ALI KHAN.